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A CRITICAL SURVEY OF THE INDUSTRIAL
RELATIONS SECTION OF A MAJOR
MARINE CORPS AIR STATION

JAMES HARRY PHILLIPS

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**A CRITICAL SURVEY OF THE INDUSTRIAL RELATIONS SECTION
OF A MAJOR MARINE CORPS AIR STATION**

A Thesis

**Presented in Partial Fulfillment of the Requirements
for the Degree Master of Public Administration**

By

JAMES HARRY PHILLIPS, B.A.

The Ohio State University

1951

TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
II. THE INDUSTRIAL RELATIONS SECTION	13
III. THE INDUSTRIAL RELATIONS OFFICE	31
The Assistant Industrial Relations Officer . .	40
The Employment Division - The Employment	
Superintendent	45
Employment	47
Placement	48
Qualifications Standards	50
Wage and Classification	51
Employment Counsel	52
Criticisms	53
Employee Services	58
Criticisms	61
The Board of Civil Service Examiners	66
Criticisms	69
The Administrative Office	71
IV. THE TRAINING SECTION	73
Supervisory Training	75
Instructor Training	77
Apprentice Training	78

CHAPTER	PAGE
Criticisms of the Training Section	81
V. THE SAFETY SECTION	89
Criticisms	95
VI. SUMMARY AND CONCLUSIONS	108
BIBLIOGRAPHY	116

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Approved by:

Adviser

THE UNIVERSITY OF CHICAGO
DIVISION OF THE PHYSICAL SCIENCES

REPORT OF THE
COMMISSION ON THE STATUS OF THE
UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO
DIVISION OF THE PHYSICAL SCIENCES
COMMISSION ON THE STATUS OF THE
UNIVERSITY OF CHICAGO

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CHAPTER I

INTRODUCTION

Personnel administration may be defined as "...the science of getting things done through the planning, supervision, direction, and coordination of human beings and their activities."¹ There are several fields of knowledge which contribute to an administrator's understanding of people and of the reasons they act the way they do. It is one of the purposes of this thesis to present materials gathered from these various fields and to offer them in such a way as to be useful to a specific personnel administrator, namely the Industrial Relations Section and its staff in any Naval or Marine Corps establishment.

In the past few decades, the entire concept of personnel administration and the management of human beings has undergone revolutionary changes. There has been an increasing emphasis on the importance of selecting, screening, and training of personnel in order to place these men in jobs so as to gain the greatest possible benefit both for the men and the organization concerned. This work has been

¹U. S. Navy, Bureau of Personnel. Personnel Administration, (Washington, D. C.: U. S. Government Printing Office, 1949.) p. 11.

termed "human engineering."²

There is no apparent reason why the basic behavior of Marine Corps personnel should differ from the behavior of the civilian population except, of course, in time of war. Hence, the conclusions which have been gained and adopted by civilian human engineering can be just as aptly applied to Marine Corps and Civil Service personnel as they work side by side in peace time for the achievement of a common purpose.

Much of the current Marine Corps thinking and planning on the subject of personnel administration is based on this principle and this thesis leans heavily on civilian experience and advice in arriving at its conclusions concerning the particular section of the Marine Corps Air Station at Cherry Point, North Carolina which will be discussed.

This introduction is written primarily to formulate the problem of the thesis and its reason for being--Why have an industrial relations section? What are its purposes and duties? What benefit can be gained by the Marine Corps from such a survey as this? The paper will attempt to answer these questions. It continues with a description of

² George D. Halsey, Handbook of Personnel Management (New York: Harper and Brothers, 1947), p. 69.

THE HISTORY OF THE

of the world, and the progress of the human mind, from the earliest times to the present day. The history of the world is a story of the progress of the human mind, and the progress of the human mind is a story of the progress of the world. The history of the world is a story of the progress of the human mind, and the progress of the human mind is a story of the progress of the world. The history of the world is a story of the progress of the human mind, and the progress of the human mind is a story of the progress of the world.

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the organization and administration of the departments as separate units, accompanied by criticisms of each particular section. Following will be a summation of the criticisms in an effort to compile them into one compact and usable unit.

It is the intention of the writer to break down the entire Industrial Relations Section of the Air Station into its component parts, take each separate part of the whole, point out services it performs, its deficiencies and malfunctions (if any) and make recommendations for the remedy and adjustment of each function so that the organization can operate with the efficiency and precision traditionally found in Marine Corps organizations.

The primary purpose of the Industrial Relations Section in any Naval shore establishment, whether it be Navy or Marine Corps, is to act as a liaison agency between the military and the Civil Service personnel. This unit is "...the oil on the troubled waters of administration" and acts as a mediator between management and labor in connection, for example, with military rules and regulations as opposed or compared with the civil service controls. It serves both management and labor in an advisory capacity on such matters as employment, employee services, labor relations, safety, civilian training, and employee association activities. The Board of Civil Service Examiners is also a part

of the Industrial Relations Section activities.³ This board is a very important part of the employment function of the Industrial Relations section. It receives, classifies, and passes on the qualifications of applicants seeking employment with the government of the United States as civil service workers.

For the purposes of this paper, the terms "Industrial Relations" and "Personnel Administration" will be considered as synonymous, and, in actuality, each, as used in the Marine Corps, is an integral part of the other. One cannot differentiate between the two categories except in the very narrow confines of an exacting definition.⁴

Personnel administration is an over-all term which covers many areas of human endeavor in related fields of organizing and influencing human behavior.⁵

The personnel administrator of any organization, civilian, military, or a combination of the two groups, is concerned with at least these five pertinent factors, as listed below, as a basis for a well rounded unit.

³ Employee's Handbook, U. S. Naval Air Station (Jacksonville, Florida: 1948), p. 6.

⁴ It is the belief of the author that the two fields of endeavor are so closely related that they cannot be separated without destroying the mutual association the one lends to the other, and especially as the two terms are used in the Naval Civil Service field.

⁵ Schuyler Dean Hoslett, Human Factors in Management (Parkville, Missouri: Park College Press, 1946), p. 39.

1. MOTIVATION, or getting individuals, singly or as a group, to put forth their best efforts and to exert themselves in order to accomplish their assigned tasks. This word carries with it the general connotation of a "will to accomplish," and may be defined as the presence of circumstances which stimulate action toward a goal or objective. It is the purpose of those in positions of authority to provide the circumstances which will stimulate this needed action, thus motivating their personnel toward the goal or objective of the organization.⁶
2. LEADERSHIP, the technique of instilling loyalty and common purpose in individuals. Leadership is behavior which affects the behavior of others and which is employed by the leader to shape the actions and attitudes of his followers. Good leadership requires good attitudes on the part of the leader. Supplementing these are certain skills and knowledge which can be acquired by study, practice, and experience.⁷
3. TRAINING, the principles by which individuals can best be taught to do specific and complex duties.

⁶Personnel Administration (Washington, D.C.: U. S. Government Printing Office, 1949), p. 20.

⁷Ibid., p. 18.

The new need for training was indicated during the early part of World War II, and modern training techniques were developed by the concerted effort of both military and civilian experts. Training requirements do not remain static but are constantly changing as new machines and procedures are discovered and introduced.

The objectives of the training program must be clear, concise, and concrete so that the best possible methods may be brought to bear on the common problems. The training problem is highly complicated by the individual differences of the people who are seeking employment. Some indications of these differences may be gained through the use of various tests, but test scores can never be regarded as final. Present learning must be related to past experience. Social and physical environment exert great pressure on the learning process. Motivation usually stems from a combination of many factors, and tends to control the individual behavior in the learning process. The individual's level of aspiration and the desire to attain a certain goal must be stimulated before learning can have meaning and purpose for the learner.⁸

⁸ Ibid., p. 43.

4. ORGANIZATION, the assignment of individuals to certain tasks, duties, and associated responsibilities according to a hierarchical relationship and "chain of command." Organization is not a framework alone; it is also the maintenance of balance, precision, and harmony in the functioning of the coordinated parts. Organization is the means or process of coordinating the efforts of individuals into a common unity of enterprise. Coordination is therefore the first principle of organization, and all of the other principles developed in the crucible and science of organization become, in actuality, subprinciples of the primary one.⁹

5. DISCIPLINE, this word has come to carry with such a tone of arbitrary authority and harsh reprisal that its more academic meaning has nearly been lost.

The personnel administrator must take a more practical and objective approach to the subject of discipline and look upon it as subjection of the individual to a control exerted for the best interest of the group as a whole.¹⁰

⁹ Ibid., p. 45.

¹⁰ Ibid., p. 20.

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Another source of information defines discipline as

...the attitude that workers hold toward organization rules and supervision. Discipline is said to be good when employees follow willingly the rules of their superiors and the various rules of the company. Discipline is said to be bad when employees either follow rules unwillingly or actually disobey the company regulations.¹¹

While the Industrial Relations Section is concerned with every aspect of dealing with people as groups, it is mainly and fundamentally concerned with them as individuals, from their procurement, classification, and evaluation to the maintenance of their personal records.

An important fact about individuals is that they differ one from the other in nearly every respect that can be measured. While recognizing the importance of these differences, we are often not aware of the endless variety of ways in which people do differ, not how much they may vary in certain specific respects.

Modern psychology has developed methods for the study and use of individual differences, and a knowledge of these methods is an important asset in the direction and administration of employees, no matter what category they may fall into, industry, government, or military.

Industry has used the findings of these studies to great advantage. The increasing variety of tasks and skills

¹¹

Michael J. Jucius, Personnel Management, (Chicago: Richard D. Irvin, Inc., 1947), p. 490.

demand in industry has required an ever-increasing diversity of workers' abilities. Since there are not many people who can master more than a few of the specialized talents, it is necessary to find those individuals who do have or who can develop additional specific abilities. Recognition of the differences in individuals is the first step toward making use of, or developing special talents.

The military services, and the Marine Corps and Navy especially, require a wider variety of abilities and talents than will be found in most industries. Therefore, the knowledge and use of individual differences is of great significance for those who deal with Naval or civil service personnel in a leadership or administrative capacity.

Such is the scope and diversities of interest that fall to the lot of the Industrial Relations Section. Its job is one that is full of possibilities for the smooth operation of all the civilian functions in any military establishment. A good organization can set the tempo and reflect the well being and satisfaction of the entire populace of the base. Grievances and complaints are at a minimum, production is high, and efficiency is apparent to all.

These subtle but significant factors determine whether the Industrial Relations Section is a positive, negative or neutral force on the dynamics of coordinated

human endeavor. For some reason--not fully understood by most of us--where there is a well organized competently led Industrial Relations Section, the Commanding Officer of that particular installation will have time to run his Station as it should be run in a manner befitting an officer of his superior rank. Where the Industrial Relations Program fails, or the Industrial Relations Officer is incompetent, the Commanding Officer will, sooner or later, find himself so entwined in the complexities of human relations that he will seldom be able to extricate himself long enough to do any other useful work. He becomes both judge and jury of the Civil Service Program and before long the civil service and the military programs have become so hopelessly jumbled that it usually takes a mammoth reorganization in the Industrial Relations department to right the installation once more so that it can function in the manner it is supposed to do.

A smooth, well organized Industrial Relations Program is a prime requisite for the over-all well being of any military installation where civilian personnel are used to assist and supplement the necessary work of that installation. This is not to say, however, that this one particular section carries the burden alone, it is but one of the cogs in the machine to produce the end result of excellent service.

The Industrial Relations Section is a service department, repeat, a service department. Its service is in a staff capacity only. The success of any industrial relations program depends upon the quality of the Service which is rendered and the degree of reception and application of the tested principles, policies, and procedures evolved in the field of personnel administration.¹²

Up until this point an effort has been made to explain the functions, in general, of all Industrial Relations Sections, no matter what type of a military installation they serve. In the main, their over-all functions are the same--Service to the individual.

From this point forward, it is the intention of the author and the purpose of this thesis to measure and criticize the Industrial Relations Section of a specific military installation, the Marine Corps Air Station located at Cherry Point, North Carolina, in an effort to evaluate a functioning organization. It is an organization that, in the past, has measured up to all standards as promulgated by higher authorities.

It was the author's pleasure to have the experience of serving with the Industrial Relations Section at Cherry Point, North Carolina and to become familiar with the

¹² Service, U. S. Naval Air Station, Quonset Point, R. I., 1950, p. 3.

The suggestions, criticisms, and addenda to the Industrial Relations Section as offered by this paper are the results of conversation and correspondence with recognized experts in the field of industrial relations within the Naval establishment, personal experience, and extensive research in industrial publications, supplemented by visits to various and sundry industrial firms located in the Columbus, Cincinnati, Cleveland area.

A recent visit by the author to the Marine Corps Air Station, Cherry Point, North Carolina, disclosed that some of the ideas incorporated within this thesis are already being submitted to higher authorities for approval.

CHAPTER II

THE INDUSTRIAL RELATIONS SECTION

The purpose and mission of the Industrial Relations Section of any Naval or Marine Corps shore establishment is to assure the continuous operation of a sound civilian personnel program in conjunction with the military requirements of that particular shore Base. Carrying out this mission during the war and postwar years has been a challenging and interesting task.

The Industrial Relations Section is, truly, the civilian employees' department. Anything that affects a civilian employee in his job touches in some way one of the departments of the Industrial Relations Section.

Since people have always been with us, one might very well be under the impression that there has always been a personnel office or section to take care of the multitude of needs and desires of the individual civilian employee. Such an impression is entirely erroneous. In fact, this type of personnel administration for the Naval service is relatively new in comparison with other military functions that are performed to assure the smooth operation of the shore establishments. Only a few short years ago was a separate department for civilian personnel administration

established.

In 1938, the President of the United States by Executive Order directed each Department of the Executive Branch of the Government to establish a division for Personnel Supervision and Management. The Navy did set up such a personnel office. The above mentioned office, the Personnel Supervision and Management Office was subsequently renamed the Office of Industrial Relations. At all of the Naval and Marine Corps shore establishments such as the Marine Corps Air Station, Cherry Point, North Carolina, there are subsidiary offices established to function under the title of "The Industrial Relations Section."

The Industrial Relations Section is concerned generally with the position of the worker and his relationship with his employer, the United States Government and more specifically the Navy Department, including all contacts between employees and all levels of management connected with and growing out of employment by the government.

During the latter part of World War II the large number of directives from the Navy Department, the Civil Service Commission, and other agencies caused the number of Naval Civilian Personnel Circulars to become so numerous that it was difficult for anyone to keep up with current directives. Often, very often, one circular would modify or suspend entirely other circulars to the extent that it

became extremely difficult to ascertain what instructions were current and which ones were no longer applicable.

In 1944, all civilian personnel circulars and directives were gathered and compiled into a single book of "Civilian Personnel Letters and Dispatches" and these formed the basis for the preparation of a manual known as "Naval Civilian Personnel Instructions." This publication is commonly known throughout the Naval Service as the "NCPI" and will be referred to as such from now on. At the present time this manual is published in two volumes, loose leaf notebook type of manual and kept up-to-date by substitution of revised pages. A separate "instruction" is provided in the manual for each of the major fields of personnel administration. Each individual section should be maintained by a subject expert for maximum reliability of the publications. Through these instructions the Industrial Relations Section is able to meet its responsibilities for developing and interpreting the civilian program and policies for that particular establishment.

The NCPI is truly the Industrial Relations Officer's guide and bible. It states very specifically and emphatically how the Industrial Relations Section will function, and, for the sake of clarification, the author will endeavor to summarize the duties of this particular section so that a definite idea can be gotten by the reader as to how exacting

and necessary this type of work is to the over-all performance of the civilian personnel of any military establishment. After the summation of the responsibilities of the section, a breakdown will be made of the section into its component parts, for example, training and safety, then each individual unit will be taken and analyzed as to its functions and what can be done to make the unit any smoother or more efficient.

The NCPI gives certain responsibilities to the Commanding Officer of any Naval shore establishment to be carried out, usually, by his appointed representative, the Industrial Relations Officer. The scope of industrial relations functions within each shore activity will vary with the size of the activity. The following basic transactions and records are considered essential to proper management, but are not a limitation on any broader personnel program which may be desired locally. A minimum industrial relations program required for proper administration of all shore activities employing civilians includes all actions needed to accomplish the following:

1. Make job analyses and request establishment of wage rates for ungraded positions.
2. Process necessary personnel action forms.
3. Act upon requisitions for personnel and effect appointments.
4. Negotiate transfer of personnel from other Federal agencies and from other Naval activities.

5. Negotiate reinstatement or reappointment of former employees.
6. Restore to duty former employees with reemployment rights.
7. Counsel and advise line activities on classification matters and act as liaison with Area Wage and Classification Office.
8. Administer on accident prevention program.
9. Assist in making decisions as to whom to appoint, promote, change to lower grade, reassign or separate.
10. Establish standards of discipline and review all disciplinary actions.
11. Assist line management in placement of employees to insure maximum use of skills.
12. Administer employees' efficiency rating systems.
13. Prepare reduction-in-force registers and carry out the procedures incidental thereto.
14. Establish leave administration policies and review their application.
15. Administer grievance procedures.
16. Maintain personnel folders, efficiency rating records, position control files and records, and prepare reports as required.
17. Maintain up-to-date files of civilian personnel instructions, such as NCPI's, circulars letters, Federal Personnel Manual, and local regulations and orders, and require that officers and employees who are responsible for personnel operations know the basic provisions of such instructions.
18. In accordance with provisions of the Employee Development Program, conduct training programs as required to meet the needs of the activity.
19. Assist management in all employee group dealings.

20. Furnish counseling and advisory services to veterans.
21. Advise employees as to their retirement and injury compensation rights.
22. Administer services, such as food and welfare.
23. Administer incentive and beneficial suggestion programs.
24. Administer loyalty programs.¹

In order for this section to meet the requirements of the NCPI, the various functions which the Industrial Relations Section have been catalogued and the section broken down into these divisions.

1. The Industrial Relations Office. This unit contains all of the administrative personnel of the entire section. Within this office the tempo of all the other offices is controlled.

- A. The Industrial Relations Officer
- B. The Assistant Industrial Relations Officer
- C. The Employment Superintendent
- D. Employee Services
- E. Board of Civil Service Examiners
- F. The Administrative Office.

2. The Training Section

- A. Apprentice Training
 1. On the job training
 2. Academic training

¹U. S. Navy, Naval Civilian Personnel Instructions, Section 125.3-2-a. (Washington, D.C.: Government Printing Office, 1948).

- B. Instructor Training
- C. Supervisory Training
- 3. The Industrial Safety Section
 - A. Safety Engineering Branch
 - B. Safety Education Branch
 - C. Accident Analysis and Statistics Branch
 - D. Injury Compensation Branch

The above breakdown is designed to enumerate the major duties assigned to each particular department of the Industrial Relations Section at Cherry Point, North Carolina. Subsequent chapters will be devoted to each individual section in an effort to bring out into the open any malfunctions of that section that are apparent to the author. Constructive criticisms and suggestions as to how a unit that is functioning at an average level at the present time can be revamped or accelerated to produce the same end result in a shorter period of time or more efficiently with the resultant of time and money saved.

There is one more aspect of the Industrial Relations Section that should be brought to the attention of the reader and that is the explanation of the staff relationships that exist in such an organization as this. It is essential that proper organizational relationships, which should be established and maintained between the Industrial Relations Department and the operating departments and

other units as well as with the commanding officer of a shore activity, be clearly understood.

"There are three types of organizational relationship which should be utilized to effectively administer and operate a shore activity. These are "line," "staff," and "functional control" relationships. The Industrial Relations Department exercises staff and functional control relationships with other departments but never exercises line relationships, except with personnel assigned or attached to the Industrial Relations Department.

Line relationship is the relationship which exists between a superior and his subordinate. This is the "bossing" relationship, such as work assignments to subordinates, check-up on performance, and administration of discipline if necessary. The commanding officer of a shore activity is the top line official.

Staff relationship is an advisory relationship under which there is no responsibility for action but only for the accuracy of information and soundness of advice and assistance furnished by the staff department or unit. The determination by a line official that certain employees need training is a line matter, but the Industrial Relations Department functions of advising the line officials as to the method and execution of training best suited to the case constitutes an example of staff relationship;

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however, the Industrial Relations Department does have a line responsibility as concerns the related instruction phase of the training plan.

Functional control relationship is control over the policy and method to be followed by an individual or group even though the individual or group reports to line officials. The "bossing" relationship remains with the line despite the control exercised over policy and method. Functional control is exercised by the Industrial Relations Department when it performs initial screening of employees for referral to department heads, shop masters, or other line officials. The Industrial Relations Officer must be responsible for control of policy and method if he is to maintain the minimum standards of the shore activity. However, the final selection of a given employee for a specific position is a line decision to be made by a "line" official; i.e., department head, shop master, leadingman, etc. It is important that the line official rather than the Industrial Relations Officer make this decision if the line official is to succeed in "bossing" the employee.

The Industrial Relations Department functions for all departments or units of the activity, and basic functions of the Industrial Relations Department should not be assigned to or duplicated in the other individual departments or units of the activity. In Naval shore

activities the Industrial Relations Officer reports directly to the commanding officer of the shore station.

The Industrial Relations Department is a staff or 'service' organization which exists for the primary purpose of serving all executives, department heads, civilian supervisors and employees.²

The Industrial Relations Department, in discharging its responsibilities, serves only in an advisory capacity. The concept of industrial relations as an advisory function is predicated upon the ultimate responsibility of the line supervisor for maintaining sound employer-employee relationships, as well as for production, maintenance and other operating phases of his job. Within the limits of his established authority, each officer and civilian supervisor in the line organization shares the responsibility for industrial relations--a responsibility which cannot be wholly delegated to anyone else. The Industrial Relations Office and his staff represent the commanding officer in advising and aiding the various levels of management in the formulation and administration of policies affecting employees and their relationships to supervisors. In the performance of his duties, the Industrial Relations Officer should enhance, rather than weaken, the position of all other supervisors and executives, both officer and civilian.

²U. S. Naval Air Station, Employees' Handbook (Jacksonville, Florida: The Air Station), p. 6.

While the Industrial Relations Officer must recognize and respect the final authority of other department and division heads and supervisors in the various phases of operation, there is a corresponding and equally binding obligation upon these line officials to recognize the functions of the Industrial Relations Department and to cooperate with it in the closest manner. Officers in supervisory positions, shop masters and other supervisors are responsible for keeping the Industrial Relations Department currently informed through the proper channels of all developments with regard to personnel management problems and for consulting with it with respect to problems of mutual concern.³

Criticisms of the Industrial Relations Section

The Industrial Relations Section at Cherry Point, North Carolina is, at the present time set up according to the breakdown as shown in the preceding discussion.

The Industrial Relations Section as a whole is made up of four distinct and separate units, they are employment, employee services, training, and safety.

All of these different sections have to operate and maintain separate files of information. All are directed

³ Naval Civilian Personnel Instructions, Section 125.5-4.

to submit a large number of records, reports, and memoranda to higher echelons of command, and consequently are having a great deal of duplication of effort in the compilation and submission of these reports.

In order to relieve this time and money consuming duplication of effort, to save a large amount of hard work for the sections involved it is recommended that a full time statistician be employed by the Industrial Relations Section at Cherry Point. This individual should be set up in a department similar to the ones already existing in the Industrial Relations Section and it should be on the same administrative level as those same major sections. This statistician should have control of all of the data that is necessary for the compilation of the records and reports submitted by the entire section as required by the higher authorities.

To alleviate the time consuming manner in which reports are now made out, to add accuracy, neatness, and reliability to them and to do away completely with the tedious process of paper and pencil manipulations, it is highly recommended by the author that a complete International Business Machine installation, or some similar machine record process be incorporated as soon as possible to serve the Industrial Relations Section and the proposed statistician.

The first of these is the fact that the system is not a simple one. It is a complex system, and the complexity is not only in the number of components, but also in the way they are connected. The second is the fact that the system is not a static one. It is a dynamic system, and the dynamics are not only in the way the components change, but also in the way they interact with each other. The third is the fact that the system is not a linear one. It is a non-linear system, and the non-linearity is not only in the way the components behave, but also in the way they interact with each other. The fourth is the fact that the system is not a deterministic one. It is a stochastic system, and the stochasticity is not only in the way the components behave, but also in the way they interact with each other. The fifth is the fact that the system is not a simple one. It is a complex system, and the complexity is not only in the number of components, but also in the way they are connected. The sixth is the fact that the system is not a static one. It is a dynamic system, and the dynamics are not only in the way the components change, but also in the way they interact with each other. The seventh is the fact that the system is not a linear one. It is a non-linear system, and the non-linearity is not only in the way the components behave, but also in the way they interact with each other. The eighth is the fact that the system is not a deterministic one. It is a stochastic system, and the stochasticity is not only in the way the components behave, but also in the way they interact with each other. The ninth is the fact that the system is not a simple one. It is a complex system, and the complexity is not only in the number of components, but also in the way they are connected. The tenth is the fact that the system is not a static one. It is a dynamic system, and the dynamics are not only in the way the components change, but also in the way they interact with each other. The eleventh is the fact that the system is not a linear one. It is a non-linear system, and the non-linearity is not only in the way the components behave, but also in the way they interact with each other. The twelfth is the fact that the system is not a deterministic one. It is a stochastic system, and the stochasticity is not only in the way the components behave, but also in the way they interact with each other. The thirteenth is the fact that the system is not a simple one. It is a complex system, and the complexity is not only in the number of components, but also in the way they are connected. The fourteenth is the fact that the system is not a static one. It is a dynamic system, and the dynamics are not only in the way the components change, but also in the way they interact with each other. The fifteenth is the fact that the system is not a linear one. It is a non-linear system, and the non-linearity is not only in the way the components behave, but also in the way they interact with each other. The sixteenth is the fact that the system is not a deterministic one. It is a stochastic system, and the stochasticity is not only in the way the components behave, but also in the way they interact with each other. The seventeenth is the fact that the system is not a simple one. It is a complex system, and the complexity is not only in the number of components, but also in the way they are connected. The eighteenth is the fact that the system is not a static one. It is a dynamic system, and the dynamics are not only in the way the components change, but also in the way they interact with each other. The nineteenth is the fact that the system is not a linear one. It is a non-linear system, and the non-linearity is not only in the way the components behave, but also in the way they interact with each other. The twentieth is the fact that the system is not a deterministic one. It is a stochastic system, and the stochasticity is not only in the way the components behave, but also in the way they interact with each other.

This individual, thus equipped will be able to render "Trojan" service invaluable to the over-all efficiency of the entire civilian population of the Base. Through this man's efforts and knowledge definite and reliable information could be gained by the establishment of trends of likes and dislikes of the employees, (polls and surveys), knowledge of where deficiencies and shortcomings are readily apparent to a trained eye, and immediate remedial action could be undertaken to alleviate these shortcomings. As the situation exists today at Cherry Point as far as statistical data is concerned, nothing is being done and a person can only guess or surmise what will be probable in the future as far as work loads and personnel requirements are concerned. Whereas a skilled technician with the proper equipment could readily ascertain what the probabilities of a given situation are.

The statistical department should, as stated before, be on the same administrative level as the other departments of the section. This is an essential to prevent the statistical section from becoming a pawn in the hands of those higher up the ladder of command. Under this situation the statistician will be in a position to judge for himself what items are important and no one department will be able to usurp the services of the statistical section for themselves.

Another prime requisite for the statistical department if it is to function with maximum efficiency is, that the physical location of the department and machine installation should be so located within the Industrial Relations Section itself and in such a position as to be easily accessible to all concerned. It should be so the section could perform its maximum service with the minimum of effort on the part of the individual sections served.

Such an installation as the statistical department is shown on the organizational chart for an Industrial Relations Section as promulgated by the Bureau of Aeronautics, but, for some reason not readily apparent, such a section was never thought to be necessary for the Industrial Relations Section at Cherry Point, North Carolina.

In the opinion of the author such an addition would prove to be of great value in adding to the already enviable record of the Industrial Relations Section. It would most certainly relieve some personnel of a tedious chore and put it into the hands of qualified experts.

This section, if organized according to the Bureau of Aeronautics chart could be known as the Personnel Studies and Statistics Department, and be made up of two distinct sections.

1. Statistical records and reports. This section could maintain special statistical records (other than

normal functional files and records). The section could compile and prepare statistics and reports on employment, training, safety, beneficial suggestions, classifications, and special reports regarding personnel functions. Also the section could maintain a working liaison with other Naval activities, Federal activities, Congress, and private organizations regarding reporting instructions and procedures.

The other section of the statistical department could be set up to do special research into particular problems. It could give evaluation of statistical data including assisting operating officials in relating numbers of personnel for specific station workloads. It would be able to do research in developing and administering programs instituted by higher authorities in the connection with the development of work measurement programs involving personnel. The section can also assist in the preparation and administering of civilian personnel ceilings based upon personnel and workload standards evaluation. Such information as this prepared in advance of an emergency could be very helpful to the officers concerned in making a good decision when a fluctuation of personnel is suddenly proposed.

Another major criticism of the Industrial Relations Section at Cherry Point is its physical location in relation to the remainder of the Air Station. Its current location

is in a very remote portion of the Air Station, far away from the "beaten path" and relatively inaccessible to the majority of the civilian workers. In order for an individual to make a trip to the Industrial Relations Section he must plan to spend at least from one to two hours in the process. The man must get the permission of his supervisor to be away from his job for so long a period of time and, in the main, most supervisors are reluctant to let their personnel be gone away from their jobs for so long a period of time.

The one advantage of having the Industrial Relations Section where it is at the present time is its ready accessibility to the public seeking employment. They have easy access to the building from a gate leading directly off of the main highway into the building and do not have to come onto the Air Base at all, but, in my opinion, this advantage is greatly outweighed by the many disadvantages that are readily apparent to the already hired civilian worker when he has a problem or a grievance and wants to pay a visit to the Industrial Relations Office for a bit of advice. If an individual doesn't have his own transportation or cannot get transportation furnished to him by the Base Transportation Section he might as well give up the idea of getting any advice for that particular day for walking is out of the question.

During the author's last visit to the Marine Corps Air Station changes in the over-all organizational set-up were being contemplated by those in charge. However, those changes were in the organizational structure and not in the unit's physical location. It is the author's opinion if some centrally located site could be found, where it would be easy for the civilian personnel to have access to its facilities and aids, the Industrial Relations Section would experience a boom in its services never before experienced in the history of Cherry Point. The results of this accelerated service would be easily seen in a better satisfied worker, higher morale, and the end product of all these efforts on the part of the Industrial Relations Section, more efficient production, a good yardstick to measure the success of any program.

The disadvantages of the public having to be escorted on and off of the Air Base, to the Industrial Relations Office from the Main Gate and back again can be readily solved by the assignment of a few military policemen to that duty. At times like the present when there is a felt need for the hiring of labor the central location of the Industrial Relations would pose somewhat of a problem, however as soon as the current civilian ceiling is reached the flow of personnel seeking employment will soon slack away and the difficulty would solve itself.

The main reason for the Industrial Relations Office being is SERVICE. Service to the civilian employee, and it must follow if the employee is unable to get to the office to take advantage of the assistance offered, the section has failed in its assigned mission and repercussions will not be long in following.

CHAPTER III

THE INDUSTRIAL RELATIONS OFFICE

The Industrial Relations office at Cherry Point, North Carolina, contains all but two of its major departments under one roof. The training section and the safety department are in separate structures but in the same general locality. This compactness makes for easier and more efficient departmental coordination. In the Industrial Relations Office itself is contained all the necessary functions of administration of the section. The units that make up the Industrial Relations office are as follows:

1. The Industrial Relations Officer
2. The Assistant Industrial Relations Officer
3. The Employment Superintendent
4. Employee Services
5. Board of Civil Service Examiners
6. The Administrative Office

Each one of the above listed units will be discussed in turn with the author's recommendations, tempered by the advice of experts as to what the probable solutions to that individual's particular problems are, what additions should be made in personnel or positions, what changes should be made in the arrangements of the personnel already working

REPUBLIC OF THE UNITED STATES OF AMERICA

The first of the great principles of the American Republic is the principle of the separation of powers. This principle is the foundation of the American system of government, and it is the basis of all the other principles of the Republic. The separation of powers is the division of the powers of government into three distinct branches: the legislative, the executive, and the judicial. Each branch is given a specific set of powers, and each branch is held accountable to the people. This system of checks and balances is designed to prevent any one branch from becoming too powerful and to ensure that the government remains responsive to the needs of the people.

The second principle of the American Republic is the principle of the rule of law.

The third principle of the American Republic is the principle of the right of the people to participate in the government.

The fourth principle of the American Republic is the principle of the right of the people to free speech.

The fifth principle of the American Republic is the principle of the right of the people to a fair trial.

The sixth principle of the American Republic is the principle of the right of the people to a fair and impartial jury.

The seventh principle of the American Republic is the principle of the right of the people to a fair and impartial judge.

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in the Industrial Relations Department so that such a move would result in a more even blend of personalities to meet the difficulties of administration and the problems arising from having to deal with the public.

Criticisms - The Industrial Relations Officer

The Industrial Relations Officer acts as a staff assistant to the commanding officer of the Air Station and is in charge of the Industrial Relations Department. He should normally be a commissioned officer. However, when circumstances make it advisable a civilian may be designated as the Industrial Relations Officer. The Industrial Relations Officer is directly responsible for the efficient operation of the employment, employee relations and services, training, and safety functions as necessary centralized services for the entire station. His relationship to the administrative officials and the various levels of supervision is of an advisory nature. His chief responsibility is to advise and assist the line organization in all matters of policy concerning the civilian force of the station, with necessary conformance to such policies and procedures as may be prescribed by the Navy Department and the Civil Service Commission. He shall advise and assist in the preparation of such orders and instructions as may be necessary to give effect to the employment policies of the station. Responsibilities for the application of these policies rests with administrative heads and supervisors, each within the limits of his own authority. The Industrial Relations Officer shall be responsible for bringing to the attention of the commanding officer any deviations from established personnel policies. At Naval activities having Boards of United States Civil Service Examiners, the Industrial Relations Officer should be the senior member of the board.¹

These are the duties of the Industrial Relations Officer as listed by the NCPI. To the layman reading the detailed instructions they do not appear to be too intricate

¹Naval Civilian Personnel Instructions, Section 125.5-2b.

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or involved for an individual of average intelligence to step in and with a few days briefing take over the command and run the Industrial Relations Section to the satisfaction of his fellow officers and the civilian employees whom he will be serving. Nothing could be farther from the truth than such an assumption as this.

In the past, officers in the Marine Corps have been taken out of their particular billets whatever they might have been, billets from the commanding officer of a carrier based fighter squadron to a desk job in the station complement and assigned the job of being the Industrial Relations Officer. The methods of selection have been varied to fit the situation but, in the main, the ultimate choice of who was to get the job was that officer who happened to be loose and unassigned at that particular time, without much thought being given as to what his qualifications were and what his background and experience had been. That phase of the assignment of an officer will have to go along with the availability of officers and the exigencies of the service, however, it has been proven to the author's satisfaction, that nothing in a regular Marine Corps Officers' career, either as an aviator or a ground officer even slightly approaches the experience necessary to be a qualified Industrial Relations Officer. From the first days of an officers introduction into the service until he

is ultimately retired will he find an assignment so varied, so filled with a conglomeration of rules and regulations, and so filled with people and personalities.

In the past it has been the procedure to assign an officer to the billet and let him sit in the office with his predecessor watching the procedures and observing the incumbents' actions for varying lengths of time, but rarely for over a period of two weeks. After this short period of briefing the old officer steps out of the office as relieved and the newcomer is left to fare for himself. The officers who have had this assignment in the past have managed to do an excellent job. But they had to learn through the tedious practice of trial and error methods and consequently a great deal of time and effort was needlessly expended.

When an officer is assigned to the billet of the Industrial Relations Officer it is the author's recommendation that he be sent to an indoctrination course, such as the course presented in the Industrial Relations Institute, Bureau of Aeronautics, Navy Department, Washington, D.C., for a period of training prior to his being assigned to that billet. This course of training would give the officer an idea of what to expect and something of the wide scope that his new assignment will involve. After the completion of this course of study, then return the officer to

the Base and let him sit in with his predecessor for a period of time (at least two months). With the training that he has had, he will have some vague idea of what is happening and will be able to gain much from the discussions that take place. If the incoming officer hasn't had some sort of training in Industrial Relations work and Civil Service terms, the majority of the time will be spent in explaining terms and definitions to him and he will lose sight of the main principle being exhibited.

It is a well known fact that it takes any person or office in a position of authority a very long time to build up a reputation of respect and trust, a reputation on which the people whom he works with and for can rely upon. This reputation that is so carefully nurtured over an extended period of time can easily be destroyed in a very few minutes out of ignorance by a newcomer who does not understand the basic rules of conduct. This person would not commit the act out of malice or forethought but out of just not knowing the right thing to do. Consequently, the author's argument for giving the man who must shoulder such a tremendous responsibility a little more time to get his feet on the ground and to become a bit more familiar with the existing regulations and avoid such a mishap as stated above--ruining the entire feeling of well being and high morale aboard any station through the commission of one

error.

To demonstrate the unique position occupied by an Industrial Relations Officer, the following is an excerpt taken from a speech presented by a member of the staff of the Office of Industrial Relations, Washington, D.C., to members of a class of officers in the Industrial Relations Institute, Bureau of Aeronautics, Navy Department, Washington, D.C.

Many of you are Industrial Relations Officers, and quite naturally, feel that you already know what the duties of an Industrial Relations Officer are. With justification, some of you must feel that you know a great deal more than I. Nevertheless, this task is mine--and I propose to give you some of my slants on this important topic. I will begin with an elaboration of the obvious. The Industrial Relations Officer, 'is always in the middle.' He is in the middle between 'labor' and 'management.' He is in the middle between supervisors and subordinates. He is in the middle between the Station and the Community. He is in the middle between appellant and appeal boards. He is in the middle between the 'discontented employee' and the 'necessities of production.'

To summarize--He is always in the MIDDLE! He can scarcely take any action that does not represent a compromise between two or more interested parties. He is foiled and frustrated. He is badgered and blamed. At times, he must seem to be in pursuit of half of the employees of the Station, while the other half, with equal determination, pursues him!

He is expected to perform miracles--to walk upon the placid waters of the station--quietly, modestly, and, without disturbance to the deep water of the Station's internal operations and without creating any ripples that might splash the shore-line of its external relations.

He is quite likely to find himself at fault--either wholly or partly for anything that goes wrong, and is universally admonished to 'keep your head when all about

you are losing theirs and blaming it on you.'

He is expected to know all laws, all regulations, all policies and all procedures in exhaustive detail, and without hesitation, and yet, at the same time, to provide broad philosophical or policy guidance to anyone who asks it on the spur of the moment. He is given few opportunities to be wrong with impunity.

He is expected to persuade others and influence their actions in such a way as to bring about results which will be, at the same time, satisfactory to many persons at many levels with widely divergent interests. He sometimes must feel that he should address all his communications: - 'Dear Sir; and Gentlemen of the Jury.' He is expected to hold the hand of a tearful typist one minute, and address a staff meeting of department heads the next--to 'Walk with Kings nor lose the common touch,' and yet 'to dream and not make dreams his master.' In short, he is to be--even by Rudyard Kipling's standards--'a man,' - yet having as far as possible, only the virtues of a man without any of the vices.'

I cannot leave the discussion of the organization of an Industrial Relations Office, however, without noting that to the degree that an Industrial Relations Officer is a 'supervisor' he is again - 'In the middle' as are all other supervisors with respect to the resolving of differences between the specialized interests represented within his own staff.

What does a 'competently led program' involve? Whether your experience has been in clerical operations, in administrative or management operations, or, in technical or staff operations, you doubtless have been told--over and over--that 'The Industrial Relations Program is the supervisor's responsibility!' I recently heard a well qualified speaker on the West Coast turn that idea around when he said, 'Management IS Personnel.'

In developing this theme, he emphasized the fact that whatever other obligations may be imposed upon supervision or management itself, the satisfactory meeting of any of those obligations depended in very large measure on the recognition of the fact that the bodies, minds, hearts and souls of people are at the center of all productive effort.

This fact remains true--the Industrial Relations Officer who has the capacity and the will to do so may, in many instances, provide the catalytic agent for success. He may provide the 'know-how' which will turn a mediocre shop into an outstanding one. He may turn failure into success--defeat into victory. He deals with the 'spiritual forces' that make men free--that make men want to do what is needed--that make men do more than they are required to do.

Remember that he is a catalyst. He provides that subtle ingredient without which the full function of the principal ingredient cannot be realized. He does not achieve his work by a direct frontal attack, by the strength of his own arm, by the force of his own personality. He creates an atmosphere. He coddles, nurtures, wheedles, pleads, provokes, inspires. Virtually every thing he does is done through other people. His principal stock-in-trade is the interaction of human beings on each other.

He strives to create within his Station a favorable climate within which: channels of communications are constantly open (horizontally and vertically); mutual interests are emphasized; differences of opinion are resolved without resort to emotional binges; people feel secure; subordinates feel their ability is appreciated, and, supervisors are confident of employee respect. This, as I see it--The Industrial Relations Officer is neither "line nor staff," He is both.

He is not 'a Department Head' - but an influence which permeates and pervades the personalities and operations of all departments on the Station. He is neither judge or jury,--prosecutor nor defender. He is Justice!

If you do not believe down deep inside that these things are true--I am sorry for you! You should not be here! You are not now and never will be an Industrial Relations Officer.

This excerpt serves to show in a small way the multitude of duties that falls to the lot of the Industrial Relations Officer. He must be a man of goodly stature.

He must be a man well versed in personnel work and wise in the ways of the world because upon his shoulders rests the responsibilities of the well being and high morale of all the civilian employees aboard the Air Station. He is their sounding board and through him they expect justice, fair play and, above all, an understanding of all the ramifications of civil service rules and regulations.

These are a few of the reasons why the author strongly recommends that a newly appointed Industrial Relations Officer be given an indoctrination course in these particular rules and regulations. He should be given every opportunity of "getting his feet on the ground" before he is left on his own and left to fend for himself. One seldom, if ever, encounters the same situation twice in industrial relations work so it would behoove anyone, whether he be a newly appointed officer or not, to be a thoroughly familiar with the existing regulations as possible, because it is not only embarrassing to give a wrong interpretation to a regulation but it is also detrimental to the employee's feeling of security. The ideal situation results when the employees feel that they are being well treated, their work appreciated, and that they are getting the best information available to further their own personal futures. When such a situation occurs, one may rest assured that the production of the Base will be more than

expected, morale will be high, and grievances and complaints of the dissatisfied employee will be at a bare minimum.

The Assistant Industrial Relations Officer

The Assistant Industrial Relations is, as the name implies, the "junior" Industrial Relations Officer and often acts in the stead of his superior. He is expected to do the same things, possess the same deep and profound knowledge of all the minutia of civil service rules and regulations, and, at the same time, be a father confessor of all the troubles and woes of the civilian population of the entire Air Station. The Assistant Industrial Relations Officer, more than the department head, comes in for a much closer scrutiny by the bulk of the civilian employees. He is the "leg" man of the department. It is his duty to do most of the contact work with particular individuals on their grievances or complaints. It makes no difference as to their particular rank or status, military or civilian. Upon the shoulders of the Assistant Industrial Relations Officer falls the burden of all the detail work. Through him and his office passes all of the correspondence and data before it is sent on to the Industrial Relations Officer for his final decision. The assistant receives the incoming correspondence of the entire section, and it is his responsibility to sort the various letters, requests,

NCPI changes, etc., so that the correspondence is routed to the right office within the section for proper dispensation. He sees, reads, and approves all outgoing correspondence that is made up for the Industrial Relations Officer's signature. He acts as the head of the department when the superior is absent from the office or away from the Base. His is a very important and vital position to the well being and the overall efficiency of the entire section because he is the "log" man of the department! It is incumbent on him to pay periodic visits to the other sections of the industrial relations department as he is charged with the responsibility of the cleanliness and upkeep of the buildings of the section, he is personally charged with the Navy property contained within the section (e.g., desks, chairs, typewriters, electric fans, etc.)

From the brief enumeration of but a few of the many assigned duties of the Assistant Industrial Relations Officer one can readily see how important this billet is, not only to the Industrial Relations Section but to the Air Base as a whole. A conscientious and energetic individual in this billet can make the Industrial Relations Officer's job much easier. An able assistant is capable of carrying the load of details thereby relieving the higher levels to devote their time to policy making rather than to the mounting flood of "small stuff."

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The billet, to be properly filled, requires a person of long experience in personnel matters. He must have a real working knowledge of the correct interpretations of regulations as they affect the people in a given situation--when a working man's very source of subsistence is at stake he wants the best advice available, the worker wants to know his rights, and most of all, he wants an equitable decision rendered in any dispute he may become involved in.

Hence, the following recommendation is given in an effort to give the worker the best possible assistance in arriving at an equitable decision--make the billet a civilian job!

This job is currently filled by an officer of the Marine Corps. His assignment to the job followed along very much the same lines as the assignment of his immediate superior, the Industrial Relations Officer. They were both probably selected on the grounds that they were available and unassigned at that particular time. This particular procedure of selection forms one part of the argument in favor of substituting a civilian in this billet in lieu of a military man. Secondly the tours of duty for both the Industrial Relations Officer and his assistant normally run for a period of two years, and, as it has happened in the past, both of these officers complete their tours simultaneously and both leave at approximately the same

time relatively new and untried people in their stead. When such an occurrence takes place it creates a tremendous gap and serves to create confusion and uncertainty throughout the department. This condition of uncertainty lasts until the incumbents have had sufficient time to "get their feet on the ground" and manage to get their own particular personal policies into effect.

The author's strong suggestion is that this billet be made into a civilian berth as soon as possible. The job calls a man who would be available for duty over an extended period of time. This man would stay in his billet as the Industrial Relations Officers come and go in their normal two year tours of duty. He would be available to provide the necessary, the extremely necessary continuity from one officer's regimen to the next. This civilian should and would be well versed in the ways of the Naval Civil Service. He would be a "pillar of strength" to the newly appointed Industrial Relations Officer.

There are certain disadvantages to an assignment of this type--some people when invested with authority tend to become empire builders in their own right, but, on the other hand, the advantages that would spring from such a change as this far outweigh that defect. Such an action would soon become general knowledge and will be brought to a stop post-haste by the Industrial Relations Officer.

This suggestion is not intended to cast any aspersions on the past performance of the Assistant Industrial Relations Officers at Cherry Point. They have done an excellent job. However, it is the concensus of opinion among the experts consulted that such a change in the organization would be a propitious move on the part of the Industrial Relations Department at Cherry Point, North Carolina.

The Employment Division

The Employment Superintendent

The division of any Industrial Relations Department that is probably most familiar to most employees is the Employment Division, since every employee is involved in the work of this division at one time or another throughout his or her career as a government employee.

The Employment Superintendent is the man responsible for the functioning and efficient operation of this division as well as the final results of the active recruiting and placement program. His position and the positions of his assistants during emergency periods such as these when international crises exists is certainly not an enviable one. Many demands are made upon the Employment Division of any personnel organization for the continuing recruitment and placement of personnel as and where needed in a minimum

amount of time, and the Employment Division of the Marine Corps Air Station, Cherry Point, North Carolina is no exception. Labor demands for skilled help are at these times critical in practically all fields of the professional skills and sciences. Vacancies are numerous, turnover is high, resignations are many, and replacements are extremely difficult to obtain. All of these difficulties are heightened by the extreme isolation of the Air Station at Cherry Point, the difficulties of obtaining facilities for living. Housing is at a premium as well as most of the other necessities of life. People are unwilling to go into an employment situation of this kind unless there is no other alternative and they are forced into living and working in such an isolated section of the country. These factors added to the competition from other interests both public and private industry increases the task of recruiting and placement a hundred fold.

Within the Employment Division itself there is an organizational breakdown to take care of the various functions of the immediate section, they are: Employment, Placement, Qualifications Standards, Wage and Classification, and Employee Counsel. Each of these sections will be taken individually and discussed as to the functions they perform and how they add to the over-all picture of the workings of the Employment Division as a whole.

Employment

This division receives the requests for personnel required by the operating forces and must then actively recruit to find the proper applicants for existing vacancies. They must receive, review, interview and qualify all applicants being considered in regards to their qualifications, existing Civil Service rules and regulations, current Navy Department procedures, the Veterans Preference Regulations, and many other necessary items.

Every application for employment received by the Employment Division receives individual consideration and handling. When applications are received, they are broken down into the following groups:

1. Ten Point Veterans (Disabled or Purple Heart)
2. Five Point Veterans
3. Non-veterans

Each of these groups is then divided into status and non-status persons, making six distinct groups to be considered.

After final grouping, applications are processed by a rating and qualifications examiner and determination is made as to the actual qualifying experience the application possesses. After this factor has been established, applications are routed to department heads for consideration in filling existing vacancies. Elements of importance that must be observed during this processing involves such

CHAPTER I

THE first object of this work is to present a clear and concise account of the principles of the theory of the mind, and to show how these principles are applied in the various branches of the science of man.

The second object is to show how the principles of the theory of the mind are applied in the various branches of the science of man.

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factors as Veterans Preference and whether or not an employee has civil service status. These coupled together with many other technical requirements, would make voluminous reading and cannot be, or better, should not be set forth in a work such as this.

Placement

All placement work conducted in the Employment Division is coordinate through the Regional Office of the United States Civil Service Commission. At the present time, however, a Board of Civil Service Examiners (which will be discussed at a later time) is operating in order to expedite recruitment and placement of personnel, so that the current local placement program may be properly geared to meet accelerated recruitment conditions which have arisen as a result of the international situation.

In addition to the review of outside applicants for placement, the Employment Division is responsible for reviewing qualifications and evaluating levels of experience, for internal reassignments, promotions, and transfers of present Air Station personnel, and for making recommendations to operating officials concerning matters of this nature. The Employment Superintendent, as a result of review and evaluation of experience and qualifications, also recommends to operating officials position changes for personnel

already employed and working on the Air Station.

Should it become necessary at any time as a result of curtailed budgets or personnel ceiling to reduce force at the Air Station, it is the Employment Division which will be responsible for the observance of all technical requirements of the Navy Department Reduction in Force Procedures. It establishes accurate reduction records and registers and fairly and impartially administers a Reduction in Force program. It is also the unpleasant duty of the Employment Division to conduct the displacement of employees when so ordered by the Civil Service Commission.

This division conducts a continuing evaluation of the qualifications of employees presently employed at the Air Station in order that they may be recommended as conditions warrant for promotion, reassignment or transfer as the needs of the service may dictate. A sincere effort is made to insure that all employees receive fair and impartial consideration whenever their personal careers are involved.

The Employment Superintendent acts as the liaison agent between management and the Regional Office of the Civil Service Commission, the local Boards of the U. S. Civil Service Examiners located at the Air Station, the U. S. Employment Service, the State Employment Service, and with all possible placement and recruitment sources.

The establishment of the new "indefinite" Civil Service regulations and authority, however, has made

recruitment considerably more difficult, as it is no longer possible to guarantee an employee a stabilized career program within the Navy in view of these regulations. Since probational appointments are no longer permissible under current legislation, many highly qualified technical and scientific personnel who would otherwise accept positions with the government are reluctant to do so under existing conditions, and the recruiting and placement program has been greatly retarded as a result.

Qualifications Standards

It is the responsibility of the Employment Division when the need arises to develop and recommend to the Regional Civil Service Director's Office minimum and desirable qualification requirements for filling positions at the Air Station which are not already covered by established standards. Current standards exist for many federal positions as a result of Civil Service Examination Announcements, but there are also many positions for which qualifying experience has not been standardized. When positions are established which fall under this category, it is necessary for the Employment Division concerned to establish necessary qualifying levels of education and practical experience and training to enable an applicant to successfully perform the duties of such a position. These

standards are then provided to the Regional Office of the Civil Service Commission.

The detailing of employees to positions for specific periods of time, together with the necessary follow-up and the observance of regular requirements of such details is controlled by the Employment Division.

Wage and Classification

In addition to its many employment functions, this division contains a Wage and Classification Section. Employees of this section maintain liaison with the Navy Department Area Wage and Classification Office representative and his staff as well as management on all matters related to employees' classification.

This section is responsible for conducting correspondence with the Navy Department in order to obtain the approval for the establishment of key positions which management may desire to establish from time to time. Classification actions involving changes in grade, changes in position title, change of duties, prior to their submission to the Area Wage and Classification Office, are reviewed by this section. If and when desk audits of position descriptions are considered necessary, they are conducted by this unit.

A continual "watch dog" control of all current position descriptions at the Air Station is maintained by this

section in order to prevent the expiration or delay in submission of position descriptions, causing internal confusion and adverse effects on employee morale. From time to time, this section is also called upon to prepare special reports concerning the classification of positions within the Air Station by the Area Wage and Classification Office. Cases of this nature are handled on an "if the need arises" basis.

Employment Counsel

In addition to all of the above listed technical duties and responsibilities for which the Employment Division is responsible, this division serves as a source of information at one time or another for practically all personnel on board the Station.

The Employment Superintendent is available at all times to discuss employment problems with individuals who may desire counsel and assistance or technical advice concerning existing regulations before they make personal decisions as to the proper course of action they desire to follow in pursuing their government career. This advice and all advice of a similar nature is readily available and freely given.

It is an established fact that many perplexing problems arise in employees' minds concerning their career as a

federal employee, and there are many times when the proper observance of technicalities and procedural ethics can expedite considerably the matters at hand. In times such as these, the Employment Division is available for assistance and advice; all employees are welcome to seek such help at any time.

Criticisms

The Employment Section, and especially the Employment Superintendent is afflicted by the same curse that is anathema to many government functions of this day and age-- the lack of trained personnel but, in the case of the Air Station, it is lack of personnel, trained or not.

As the Industrial Relations Officer is the "spark plug" of the section, the Employment Superintendent must furnish the "fuel" in the form of personnel to perform the necessary functions to operate both his own section and the other departments on the Air Station as a whole. Under existing rules and regulations, as promulgated by higher authorities, the Employment Superintendent is tremendously handicapped in trying to "man" the personnel requirements desired and requested by the operating departments when he is so handicapped himself without having the necessary personnel to perform the required paper work on a single application blank, that is, unless the work is so divided

that the benefits of specialization are lost.

For the section to operate in the efficient manner in which it should, each of the various sections as listed should have trained personnel and specialists in that particular field. Each one an expert in his own right would be the epitome of the necessary functional processing of the request and applications as they come into the section and are distributed to the appropriate section. Such an arrangement would certainly expedite the end product, a person hired, necessary for the Air Station to carry out its commitments of aircraft and trained aviation personnel capable of doing an assigned job.

Since the Employment Superintendent knows the idea of having an expert in every billet is a dream of the far and distant future, he should try to satisfy the demands of the emergency by having people in these sections who are assigned to doing that particular work all of the time. Day in and day out and through the constant doing of the same particular task and phase of the work in processing of the applications and personnel forms they must necessarily become familiar with the existing and current rules and regulations.

At the present time, the Employment Superintendent is over-shadowed by that "bugaboo" of a ceiling on the number of people he can employ, consequently he has to

blend and combine his people into a workable unit in order to meet the demands of the service. The work is done in more or less a "potpourri" fashion with the entire processing of the forms being done by whatever employee happens to be available at that particular moment. There is a continual shifting and turmoil from one process to another. The person doing the work, usually, is never quite sure of his ground on some highly technical procedure involved in the processing, they must continually be searching through the manuals to verify their decisions. No one can accurately estimate the amount of lost time and motion that is spent in thumbing reference materials and in transient searching for information on the basic processes that would be readily apparent to a person who has been assigned that particular phase of the process work. The addition of a few typists and stenographers at the source of the employment function would result and pay in full the dividends of more work output, more people hired, and more people satisfied with their lot in the service of the United States Government.

Now for the crux of the situation in the Employment Section at Cherry Point, North Carolina. - The Employment Superintendent has to divide his attention between two big jobs! Either one of which is a "man-killer" and will more than occupy the time of an individual if the assignment is

given the full and proper treatment. The Employment Superintendent most of all needs assistance. At the present time, he is functioning as the head of the Employment Division and, also, acting as the "power behind the throne" of the Board of Civil Service Examiners. The Employment Superintendent is, by custom and usage, the recorder of the Board of Civil Service Examiners but he should not be given the responsibility for the mass of detail work and minor decisions that are a part of this particular job. This should be a separate assignment and should be filled by a different person than the Employment Superintendent. If the person in this job makes an error in one of his decisions in the establishment of registers (a list that contains the names of the applicants in the order in which they will be hired and promoted) nothing but absolute chaos can result. It was the author's experience to witness such an episode at one of the shore establishments. Such an event served to disrupt the entire proceedings of the Base. The large number of people who were affected by the mistake, by and large, had gotten an advancement both in rating and pay, and had been serving in their new appointments for a few months and, were ostensibly, doing the job according to standards expected of them. Then, like a bolt from the blue, came the reckoning. The Civil Service Commission in Washington, D.C., had to send out investigating committees to ascertain

who was in error and place responsibility for such an occurrence. The final analysis of the situation was that the Board of Civil Service Examiners had not been properly briefed by the Recorder (the Employment Superintendent) and they had misjudged certain elements in the applicants' forms to throw the balance in favor of the employees' promotion to a higher level. Had the mistake been found and rectified before the advancement had taken place the results would not have been quite so serious. But when a person has been given the promotion and has been serving in that job to the satisfaction of all the authorities concerned and as well as the average individual could be expected to operate, he is suddenly told that he is not qualified to hold that particular job, it is quite a blow to a person's pride and ego. The incumbents are told that they do not have the proper qualifications to fill the job and that the register is being adjusted because certain factors had been misjudged in the original decision. He is told that he is being displaced from his position by another employee, a man who has passed over during the original ratings. The mistakes made by this particular Board finally leveled themselves off into apparent tranquility among the employees, but that chain of events served to partially destroy the employees' confidence in the decisions of that particular Board and it is the author's belief that all of these

misunderstandings and hardships could have been avoided had the recorder of the Board taken enough time to accurately judge and interpret the information available to him and properly instruct the people serving on the Board of Civil Service Examiners.

The summation of the criticisms of the Employment Division can be given in a few words--lack of personnel. An addition to the section of a few good typists and stenographers. Procure an assistant for the Employment Superintendent and, most important of all, make a clean break between the functions of the Employment Superintendent and the duties required by a person filling the billet in serving the Board of Civil Service Examiners. Such a division of the work would result in a smooth and reliable operation of a very important function of the Industrial Relations Section.

Employee Services

The Employee Relations Division or Employee Services enters into the everyday working life of the employee once he reports on board the Air Station for duty. This section is designed to provide assistance, advice, etc., in matters involving the personal problems of the civilian employees that arise in connection with their work. It, also, provides them with personal services in an effort to make

and the other two, which are the most important, are the
 following: the first is the fact that the Government has
 been able to secure the necessary funds for the war, and
 the second is the fact that the Government has been able to
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their working conditions and their working environment more pleasant.

The Employee Services Section provides many personal services for the convenience of the civilian personnel of the Air Station. These services include such things as group insurance, hospital plans, a cafeteria, a station newspaper, and various other welfare activities. The lack of an organized recreation program is the largest gap to be filled in this section and will be discussed a little later in this chapter.

This section administers and directs the beneficial suggestion and award incentive program, stimulating interest and supervising recommendation of awards as a result of the program.

The Employee Services Superintendent advises and assists management in all matters and at all times in connection with matters affecting employee morale, recommending changes and corrective action, to reduce turnover and or control absenteeism. This section maintains liaison with higher authorities, other Naval activities, other Federal agencies, and private organizations in connection with employee relations and services. The section, also, maintains its own files, records, and correspondence regarding employee relations and services, including clerical and stenographic assistance incident thereto. This is one of

the first of these is the fact that the system is not a simple one, and that the results are not always the same.

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The twelfth is the fact that the system is not a simple one, and that the results are not always the same.

the few sections on the Air Station that has an International Business Machine Record Section records only sans machines, included in its organization. This addition is, however, a result of the skill and ingenuity of one of the employees in that particular section. He took the time and devoted sufficient effort to learn the coding system and set up his own filing system according to IBM methods, using the IBM machines of other departments in his spare time and at slack intervals of the machines.

Within the Employee Services Section all of the clerical work on grievances and complaints is done. This work is highly exacting and much can be done according to a set schedule of regulations as set up by the NCPI. The head of this department is a member of the Grievance Board that is set up by the Industrial Relations Department to hear the complaints of those people that feel that they have been treated unfairly and are carrying their personal case to a higher authority. The Grievance Board is the highest level of appeal on the Air Station, if an employee feels that he is still being treated unfairly after he has appeared before this board and stated his case, he can still appeal one more step and that is to the Navy Department or to the Civil Service Commission itself.

Criticisms

The criticisms of this particular section are few and far between. There is only one fault in the organization of the Employee Services Section and that is the lack of an organized recreation program.

The people within the section itself recognize that fault and are fully cognizant of the dire need for such an addition to the Section at the earliest moment possible. The Base has facilities for the welfare and health of the employees, but somehow in the press of circumstances their right to a recreation program has been completely overlooked.

The Marine Corps Air Station, Cherry Point, North Carolina, is so located that it is virtually impossible for the people who work there to make trips and visits to the closest towns for their recreation, and, after they have made the necessary long trip to reach these, and the author used the term loosely, cities, they find that whatever facilities that are available are inadequate and crowded. The citizens that live in the areas immediately adjacent to any military establishment seem to take delight in raising the prices of everything to about double to what it is worth and looking down upon anybody in uniform or that is connected to the Air Station in any capacity. There is a crying need for a recreation program at Cherry Point. They need some one skilled in the setting up of a recreation

CHAPTER I

The first section of the report is devoted to a general
statement of the facts and figures which have been
gathered in the course of the investigation. It is
then followed by a detailed description of the
methods employed in the collection of the data.
The third section is devoted to a discussion of the
results of the investigation, and the fourth to a
summary of the conclusions reached. The fifth
section is devoted to a discussion of the
limitations of the investigation, and the sixth to a
discussion of the suggestions for further work.
The seventh section is devoted to a discussion of the
conclusions reached, and the eighth to a
discussion of the suggestions for further work.
The ninth section is devoted to a discussion of the
conclusions reached, and the tenth to a
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The thirteenth section is devoted to a discussion of the
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The seventeenth section is devoted to a discussion of the
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The nineteenth section is devoted to a discussion of the
conclusions reached, and the twentieth to a
discussion of the suggestions for further work.

program, someone skilled in the organization and maintenance of this recreation program for him would be a real job calling for every ounce of skill, finesse, and ability that he possessed to keep the program running.

This recreation leader or department head should be included in the Employee Relations Section and be under the control of the Industrial Relations Officer. The first and toughest job the recreation leader would have is getting the proper facilities in which to conduct his recreational activities. Although the Air Station is composed of thousands of acres of land and several hundred buildings, at the present time, under the stress of the Korean emergency, approximately all of them are in use either by the Marine Corps for housing of men and material or by the Navy and Civil Service personnel for office space in which to conduct their daily routine of business. Secondly, would be the struggle to get enough money appropriated to buy the necessary equipment to carry on various and sundry games. However, in light of the profits from the civilian cafeteria and the civilian welfare fund that should not pose too much of a problem to the individual in charge of the program. His third big problem would be the recreation program itself. The number of people that are employed at the Air Station numbers well into the thousands, they come from all walks of life. Among the ranks of the civilian employees are

represented many different races, colors, religions, and creeds. Their interests and likes are as varied and widely separated as humanly possible. It would be a tremendous task for anyone to devise such a program that would appeal to almost everyone.

During the author's last visit to the Air Station, Cherry Point, this particular was discussed at great length and it was brought to the author's attention that the civilians themselves had gotten together and tried to organize a club and recreation program. They had recognized the existing need for some such outlet, some way in which they could relax and enjoy themselves during their "off" hours. But the experiment "went on the rocks" because of the diversified interests of the various members of the organization. No one was able to hit upon a happy medium in which all could share and enjoy the privileges of a club of their own. Some of the more religious members objected to card playing, drinking on the premises, etc., while others wanted dancing or Bingo playing, finally to the relief of all the project completely failed and since that time no one has made an attempt to set up or organize another program of that type.

An addition of this sort would definitely add to the morale of the average civilian worker at the Air Station. It would give him some mode of expending his excess energy.

It would also serve to promote better relationships on the Air Station itself through the spirit of team play and competition among the various departments of the Station. With a little cooperation from the higher levels, the appropriations of sufficient funds in which to equip the teams with the necessary equipment, the provision of a meeting place of some sort in which to carry on their activities, and the establishment of a recreational program that would reach the most people would serve the purpose admirably. It is a well established fact that people would rather participate in something in which they have an interest and can feel that they, themselves, are putting across. If the recreation director handled the program in the right manner the results of his work would soon be apparent in the morale of the civilian population as a whole.

There is another problem that exists at Cherry Point and could very easily be brought to light in this particular section as it would fall into the realm of Employee Services. The problem as it exists is a very thorny one. It is the problem of housing, not only of the civilian but also of the Marine, officer and enlisted. Due to the remoteness of Cherry Point, North Carolina housing is at a premium. The surrounding settlements are usually filled to capacity and have a waiting list that would discourage even the most stout-hearted.

The Marine Corps Air Station does have a housing office that serves civilian and Marine alike but it functions only in the government housing project known as Havelock, North Carolina, and, to the author's knowledge offers very little assistance to the incoming civilian worker or Marine other than to put his name at the bottom of an already overloaded waiting list.

The suggestion of a housing office to be operated and maintained by the Industrial Relations Section has a great deal of merit. It is not suggested that this particular section operate as a housing bureau in competition with the government housing bureau as maintained by the Air Station, but it would perform its functions as an information bureau. The bureau could maintain liaison with all the surrounding towns and cities within commuter distance from the Air Station and be ready to lend a hand to the newly employed civilian or incoming Marine. It would add to the prestige of the Industrial Relations Section to render this service and save many a person from an endless and, more than likely, fruitless search. The successful application of this service would serve to leave the newcomers more kindly disposed towards the Industrial Relations Section and put him in a more receptive frame of mind for the multitude of rules and regulations that would be thrown at him very shortly.

The author feels that the suggestion must be repeated, the housing bureau would only be one of information and service. There would be no attempt to establish listings and preference standings for houses. The information of the location, the number of rooms, and other pertinent information would be given and then it would be the individuals responsibility to "carry the ball" from there. Once the bureau started to establish priority listings, it would cease to be an information bureau and its continued operation would tend to become so involved and complicated that its maintenance would unnecessarily burden the Industrial Relations Section with work that rightly belongs elsewhere.

The Board of Civil Service Examiners

Boards of United States Civil Service Examiners are authorized and charged with the responsibility to administer in an effective and impartial manner the performance of the following functions, when authorized by the Regional Director, for Group 1, 2, 3, 4a and 4b positions.

1. Recruit workers.
2. Determine eligibility with respect to citizenship, members-of-family, character and suitability, age, and other eligibility factors.
3. Construct tests, draft recruitment standards and prepare announcements for specific examinations.
4. Investigate and verify experience and training records of applicants.
5. Determine and establish veteran preference.
6. Examine applicants for ability to perform the duties of the specific jobs for which they are being considered, also examine employees for promotion and reassignment and approve or disapprove such actions in accordance with current directives, instructions and regulations.
7. Establish lists of eligibles.

8. Certify eligibles for Naval establishments for appointment, reemployment, reappointment, and reinstatement.
9. Audit selections made from certificates.
10. Maintain files of applications received.
11. Prepare reports for the Civil Service Regional Office and the Navy Department as requested.

The functions over which a Board of United States Civil Service Examiners has jurisdiction will be performed in an organizational unit designated as a "Board of U.S. Civil Service Examiners Unit." The Board of Civil Service Examiners Unit will organizationally be within the Naval employment office. Boards of U. S. Civil Service Examiners will be organizationally attached to the Industrial Relations Division, or employment offices of Naval activities without Industrial Relations Divisions, or under certain conditions to Naval District Headquarters, as follows:

At United States Naval Shipyards and at other Naval activities of sufficient size and so located with respect to other Naval activities and the labor market as to warrant the Board of U. S. Civil Service Examiners will function through a Board of U. S. Civil Service Examiners Unit which will be a part of the Employment Section of the Industrial Relations Division. The Board of U. S. Civil Service Examiners that is responsible for the operations of the Board of U. S. Civil Service Examiners Unit attached to Industrial Relations Divisions will be composed of the following members:

Chairman...Civil Service Regional Director.

Senior Member...The Industrial Relations Officer or an Assistant Industrial Relations Officer.

Members...One or more civilian representatives from the operating departments and/or the principal other Naval activities served by the Board, not less than three continuing members in all.

Medical Member...Naval Medical Officer.

Recorder...Civilian head of the Employment Section of the Industrial Relations Division.²

The responsibilities and authority of the various Board members are as follows:

Chairman--The Civil Service Regional Director, as Chairman of the Board, is responsible for:

²Naval Civil Personnel Instructions, Section 27.3a.

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1. Instructions to the Board members with respect to the performance of functions for which the Board is responsible.
2. Review of the operations for which the Board is responsible to ensure that applicable provisions of the Civil Service Act, Rules and Regulations are complied with by the Board and by the Naval activities served.

Senior Member.--The Senior Member of the Board will perform such duties as the Chairman delegates, and be responsible to the Chairman for administering the functions for which the Board is responsible. For internal administrative duties, e.g., staff utilization, good procedural layout, and general office administration, he is responsible to his commanding officer.

Members.--Members will advise and render technical assistance in the performance of the Board's functions, as requested by the Chairman or the Senior Member. (This particular section of the Board of Civil Service Examiners needs to have more careful and intensive briefing of their specific duties as they pertain to the processing of the information that is contained on an application blank of a prospective civilian employee.)

Medical Members.--The Medical Members representing the Board at a Naval activity, is responsible for approving or disapproving the physical qualifications of applicants selected for appointment, in accordance with instructions of the Chairman of the Board.

Recorder.--The Recorder of the Board, under the supervision of the Senior Member, will:

1. Execute the policies and decisions of the Board.
2. Administer applicable provisions of the Civil Service Act, Rules and Regulations.
3. Supervise the Board's operations in a manner that will ensure expeditious and effective service.
4. Instruct, supervise and train employees in performance of their duties. (This is the one phase of the Employment Superintendents' work that has been open to criticism by the author.)
5. Promote maximum efficiency of operations by appropriate office layout and use of simplified procedures.
6. Direct the recruitment of labor, including the preparation of material for examination announcements and other recruitment media, and give general supervision in the rating of examinations, establishment of lists of eligibles, and certification of an adequate

- labor force for the Naval activity served by the Board. The Recorder will not actually rate examination papers.
7. Maintain appropriate contacts with Civil Service Commission representatives and operating officials.
 8. Administratively direct the preparation and maintenance of records and reports, including a record of Board policy and decisions.
 9. Exercise direct technical supervision over operations of detached representatives of the Board and veteran's information representatives at Naval hospitals where such representatives have been appointed.
 10. Serve as the recorder of the Board.³

Criticisms

The above information is given in an effort to show how involved the job of Recorder of the Board of Civil Service Examiners can really be. With one individual filling both positions in their entirety is almost a physical impossibility. The Employment Superintendent according to the NCPI is a member of the Board and should be one of the guiding factors of that Board, but he, definitely, should not be expected to fulfill both positions without a great deal of aid and assistance from other sources. That factor, assistance, is what is lacking at the present time at Cherry Point, North Carolina. His job should be divided as soon as possible and adequate assistance given him so that he can make the best possible decisions and judgments from the information that is available to him.

³

Naval Civil Personnel Instructions, Section 27-3-1-2.

Also, such a move as the one suggested above would serve to give the civilian employees of the Air Station who are serving on the Board as active members of that committee a chance to become more familiar with the current rules and regulations as they are expected to interpret them and their application to the qualifications of any individual applying for a position with the United States Government.

These active members of the Board are operative employees from the various shops and departments of the Air Station. They are appointed to serve on the Board of Civil Service Examiners for a definite period of time. These people are, usually, from the upper levels and skilled in the technical aspects of their particular lines of endeavor. When there is a call for personnel and the Board is put into session to pass on the qualifications of the applying personnel, they take the information that is included on the application blank by the applicant and from their experience, judgment, and background compare the information rendered by the job seeker to the prerequisites necessary to become eligible for consideration for employment. This part of the procedure isn't too difficult for the Board members when the information given is "straight down the alley" and compares very favorable with the set standards, but the difficulties begin to arise when there are comparisons to make in the type of experience, time spent in

comparable jobs, other jobs that the applicant might have had in his past history that would give him some type of rating in the final decision of the raters. Usually this part of the processing procedure is wrapped up in rolls of red tape and the ordinary civilian employee, without the proper instructions would become hopelessly entangled in this unwieldy maze of Civil Service Regulations. When this event takes place and confusion reigns among the members of the Board, mistakes are made. Mistakes that can have a far reaching effect on the management of the Air Station. Mistakes that would necessitate the calling in of outside aid to unravel the errors and do the extremely unpleasant job of placing the responsibility and pointing the finger of blame at the proper parties.

The Board of Civil Service Examiners serves a very useful purpose in that it expedites request for personnel. Its actions save time in procuring people to fill vacancies, process the application of the prospective government employee, and endeavor to give full and impartial treatment to all those that seek aid and assistance in gaining employment with the government.

The Administrative Office

The administrative office serves the Industrial Relations Section very efficiently and effectively. This is

the one office in which the author could not find anything definitely wrong.

This office, as the name implies, takes care of all of the correspondence and filing of the information that is channeled into the Section. Each individual civilian employee that is employed and currently working on the Air Station has a personal jacket which is kept up-to-date by efficient personnel of the section. Any bit of information that comes into the Industrial Relations Section concerning the activities of an individual is immediately filed in his own jacket for future references.

If the other sections of the Industrial Relations Department and other departments on the Air Station could be made to function as well as the administrative office of the Industrial Relations Department the resultant increase in production, efficiency and morale would surprise even the most pessimistic personnel of the statistics section in Washington, D. C.

CHAPTER IV

THE TRAINING SECTION

The Training Section is one of the major divisions of the Industrial Relations Section. As Industrial Relations concerns itself with every phase of civilian activity on the Base, naturally civilian training becomes one of its fundamental responsibilities. The Navy Department is vitally concerned with training its personnel, civilian as well as military. Its approach to the training problem is very direct and comprehensive and embraces every level of civilian employment. The Navy Department lays down the broad basic plans of training which apply to all Naval and Marine Corps Stations and activities. The several activities make the local application in such detail and degree as the particular condition at the specific Station warrants.

The training division at Marine Corps Air Station, Cherry Point, North Carolina, has, since the establishment of the Station, been confronted with a most extensive need for all types of training. The Station is a large industrial center, particularly in major overhaul and repair of Aircraft and Aircraft engines (multi-engined transports, night fighters, and jet type aircraft plus both types of aircraft engines, e.g., jet and gasoline reciprocating

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engines). Persons with more than one hundred different skills, trades, and professional classifications are employed on the Base. These range from oilers, packers, painters, through electricians, electronics' experts, mechanics, engineers, teachers, and professional accountants. Over thirty-five hundred skilled and highly trained civilian employees are needed to fill the many billets.

The problem of providing trained personnel is serious when one realizes that the Air Station is located 150 miles from any large industrial or educational center and 20 miles from the nearest city of any size. This isolation is made more acute by the fact that practically all of the surrounding area is populated with people who have hunted, fished, and farmed all of their lives and who have little knowledge of, or interest in mechanical skills or higher education, particularly as it is related to the industrial field.

If the Station were to carry out its mission, the labor supply had to be obtained locally. If local people did the work required they had to be trained, and trained in the fullest sense of the word.

Directly after the war, in 1946, plans were made to start three main phases of training:

1. Supervisory Training
2. Instructor Training
3. Apprentice Training

Supervisory Training

At the cessation of hostilities, practically all of the civil service personnel acting in a supervisory capacity were of local origin, with little experience behind them in aviation or its supplementary fields of activities except that gained through their war time service.

They had, in many cases, been promoted very fast and, in most cases, promoted too fast. Under the emergency conditions that existed in the nation at that time they performed their assigned duties in a commendable manner, but with the advent of more rigorous peace time requirements they failed to measure up to the standards of performance as desired both by the Navy Department and by the Civil Service Commission.

In compliance with a basic training plan issued by the Navy Department early in 1946,¹ all supervisors, some three hundred or more in number, were enrolled in an intensive training course to supplement the knowledge already gained by their war time service. The directive was adapted to the apparent needs of the Air Station and 140 hours of instruction were provided under people who were proven experts in their chosen fields of endeavor. The program required 6 hours of instruction per week on government time. This particular period of time was arrived at

¹ Navy Department Executive Order 48, dated 11 February 1946.

by agreement between the instructors and the department heads who would have to release these people to the class room and still have enough personnel available to carry on the functions and responsibilities of their departments. It was also pointed out by the educators that the amount of work that could be given to such a student body should be evenly spaced over a long period of time rather than thrown at them quickly, condensed and concentrated into a steady schedule of study.

The course was devised to cover the basic principles of supervision. It included such subjects as management, organization, human relations, industrial psychology, cost accounting, cost control, planning and work measurement. Special instructions were given in the procedures and markings of the government merit rating system. Also the Civil Service, Federal employee, and Navy Department personnel rules, regulations, and directives were discussed to show the individual supervisor their full meaning and to inform him of the local interpretations so that he would be able to act as an informed counselor to the men employed under his direction.

By the end of 1950, all permanent status supervisors had either finished the course of training or were enrolled therein.² The Air Station had, by this time, reached a point where there was a good, well-balanced supervisory

²Naval Civil Personnel Instructions, Section 5-1.

staff--not the best in the world, but certainly a much improved one. Experience plus training was largely responsible. The most notable fact was that the men were ours--not imported labor from other Bases. They had been trained and developed from local talent and were operating efficiently enough to receive praise from the Commanding General of the Second Marine Air Wing, Major General Louis E. Woods, USMC.

Instructor Training

Again, when peace came, due to the rapid demobilization of the Marine Corps, the Air Station lost all of its trained military instructors and most of its civilian instructor personnel. With the dire pressure of war and the draft removed, the military personnel was relieved from active duty and returned to more peaceful pursuits and to their previous occupations. It became evident early that the remaining skilled personnel would have to serve as a cadre of instructors and be pressed into immediate service to train other instructors.

One hundred selected artisans (experts) in the critical skills were enrolled in a course to teach them how to instruct others, particularly in the overhaul sections and on the production line in the main division of the Overhaul and Repair Department. By 1950, over two hundred and fifty persons had been trained as shop and line instructors.

These people as they completed the course were used to supplement the regular group of instructors and this progressive evolution of instructors still goes on at the present time. The Air Station never seems to get enough trained instructors. One big reason is that their ranks are continually being depleted by promotions to positions higher in the chain of command such as planner, estimator, and supervisor. Over one-half of the supervisors on the Base at the present time in the trades e.g., mechanic, plumber and electrician, are ex-shop instructors. It seems that when one has trained himself to train others he has, by doing so, learned one of the most valuable lessons in good supervision. This training is conducted on government time and at government expense and has paid handsome returns for the time and the amount of money invested.

Apprentice Training

With the training of supervisors and instructors progressing well, the next logical step was to set up a training organization to furnish the steady flow of new skilled artisans and journeymen to do the work necessary to keep the material output of the Air Station up to the required standards set by the Bureau of Aviation and the Navy Department.

On April 1, 1947, one hundred and four civilians were enrolled in the newly organized Apprentice School for

training in seventeen different trades. The school was established on the basis of a four year tour of duty for the students. The minimum work requirements were five thousand four hundred and twenty-four hours of training in the shops on actual production work and one thousand eight hundred and eight hours in class room work. This is a ratio of three to one. It was put into practice by having the apprentices in the shops three weeks and in the class rooms one week each month. The shop work was arranged on a progressive and a rotational basis. The practical work was designed to cover every step and phase of the specific trade in which the student was apprenticed. The class room work covered the academic field. The students are given mathematics, English, science, history and civics, mechanical drawing, and trade theories. All students, regardless of their trades, follow the same course for the first two years. In the last two years of the curriculum the courses are specialized in the several trades of the apprentice.

The minimum educational requirements are those of an accredited twelfth grade high school. The school was inspected by members of the North Carolina Department of Education in the middle of 1947 and was duly accredited as a twelfth grade high school. The faculty was surveyed at the same time and all of the full time instructors were found to measure up to the standards approved by the State of North Carolina. They were given an "A" rating by the

state with the recommendation that they would be able to gain a position in any school in the entire state, high school or otherwise.

The bulk of the apprentice students, over 85 per cent, are service veterans. They are mature men and most anxious to learn. After one and one-half years of apprentice work it became apparent to all concerned with the program that many of the students were progressing too fast to remain at high school level for four years. The entire situation was surveyed from an educational attainment standpoint and at the end of two years such men as passed required examinations were promoted to Junior College level and the instruction was stepped up accordingly. A series of checks and personal inspections by the North Carolina Board of Education resulted in recognizing the work as being at Junior College level and accreditation as such as given to the Apprentice School in September of 1950.

To date, four hundred and twenty men have been enrolled in apprentice training and eight-four have been graduated. This program has been of untold aid in the late crisis this past summer (the Korean situation when the call for first line fighter aircraft more than tripled). The main departments throughout the Air Station are very favorably impressed by the Apprentice Training program and its end product, the skilled artisan. They now rely on it to

produce their skilled workers. Even though apprentice training is "earning while learning" and costs money, it is, from the author's experience, cheap at twice the price. The nation's leading industries know this and practice this type of training to their advantage.

Criticisms of the Training Section

One of the sharpest indictments of our modern educational system that the author can offer is that 85 per cent of our money, time, curriculum and teaching is channeled and directed to training and teaching for 15 per cent of our young people. The sooner we learn that 85 per cent of our people must live by using their heads and hands and that only 15 per cent live by their wits alone, the better our educational plants will serve their intended purpose.

Much has been done; much is still to be desired. To begin to meet the desired standards, promulgated by the Navy Department, the supervisors must undergo still other courses in Supervisory Training. The basic principles have been covered, the refinements of their trade and profession as supervisors are yet to come and be learned. The Apprentice School is functioning, but thus far there have been placed within the shops only eight-four apprenticed trained artisans. The goal for the entire Air Station should be every artisan and every supervisor in the

mechanical fields a trained apprentice, trained journeyman graduate of the apprentice program, and every helper enrolled in the apprentice training school.

From a training standpoint, the Industrial Relations Department has received a great deal of cooperation from the Station administration and its several departments, but the author must criticize one thing. In fair weather and good times under so-called normal conditions there is the inevitable desire, on the part of the production departments and of administration, to minimize the training program and deprive it of essential financial aid and administrative personnel. This is applicable to nearly all big industrial establishments of the Naval organization, and is, in the opinion of the writer, very short sighted and unfortunate. Such a situation has existed at Cherry Point in a relatively small degree, but it has existed and has served to work an unnecessary hardship on the people concerned. It is a very difficult task to build up an organized and efficient training staff and training program. It is a very fragile thing, this efficient staff, and very easily destroyed. And it seems that the minute the training program of a Base is slowed down by economic measures or for other reasons, an emergency is sure to follow and the rebuilding process must begin anew. This is one of the faults that has appeared within the overall administration of training at

the Marine Corps Air Station, Cherry Point, North Carolina. This condition is prevalent not only at Cherry Point but also in the Navy Department as a whole. The people in positions of authority recognize the crying need for training, but are reluctant to provide the necessary funds for the training program and to give sufficiently of the so-called productive hours to provide the necessary time for training.

The foregoing conditions are very sharply emphasized by the latest Navy Department instructions in regard to apprentices.³ The fundamental status of an apprentice is an individual with little or no mechanical knowledge and a relatively small amount of educational background.

When the recent economy wave in the Armed Forces, and especially the Naval Services, came in (Louis Johnson, Secretary of Defense), the standards for admission as an apprentice were raised very sharply; so high, in fact that 80 per cent of the best and most available apprenticeable material was eliminated by both physical and mental examinations. In times of dire emergency, when personnel requirements are at a premium, this situation is highly undesirable and should be corrected as soon as possible by those in

³"Apprentice Training," Navy Department Circular Letter, Serial 109890, dated 3 October 1950.

authority. There should be a firmly established policy as regards training and little or no deviation should be made from it, as it is an expensive task to break it down and build the policy back up again to a productive standard. It is a chore that cannot be easily done over night when the need suddenly arises.

So, we see that training in the Naval establishment, particularly in a constantly changing technological world is a continuous and necessary process. The Industrial Relations Section at Cherry Point is keenly aware of this need and is making progress to build up the Base's training to the highest degree possible in order to cope with the ever-changing technical scene. It is the belief of the Section that a well trained employee who knows his job and sees a future of advancement in training ahead of him is a contented, satisfied, high morale part of the organization and is decidedly an asset to the over-all efficiency of the institution.

The development and training of people to do the work of an organization is too important to be left to chance. Because of this, the policy of the Department of the Navy is that employees shall be given the leadership and help needed in order to learn to carry on their work most effectively. Providing this leadership is an important part of the training section's responsibility. The

Training Section is, indirectly, responsible for meeting productions' demands through the effective and efficient use of the knowledge and skill of the employees under its direction.

Before any training can be given an employee he must recognize his own need to learn. It is the duty of the training section to know the shortcomings, and lack of job knowledge or skills that are a bar to production. It is the author's opinion that a bit more time of the apprentice's training schedule should be devoted to the learning of his particular trade rather than spent in learning History, Civics, etc.

Training that is well rounded and comprehensive will save much worry, confusion, and work lag. The personnel of every shop should be a well-rounded group who are capable of performing a minimum of about 80 per cent of the jobs required in that shop. Bottlenecks and production hold-ups will certainly occur in the shops if the personnel are not well trained and skilled in all areas and elements of their trade.

There is one thing that cannot be too strongly impressed upon the authorities at Cherry Point and that is the existing manpower shortage. The nation is, at present, only in the beginning of a mobilization stage, and already have a critical manpower shortage in practically every line

The first of these is the fact that the system is not self-sufficient. It is dependent on the external world for its raw materials and for its energy. This is a serious disadvantage, for it means that the system is vulnerable to changes in the external world. For example, if the price of raw materials rises, the system will be forced to pay more for its inputs, and this will reduce its profitability.

Another disadvantage is that the system is not very flexible. It is designed to produce a specific output, and it is not easy to change the output. This is a disadvantage, for it means that the system is not able to respond to changes in demand. For example, if the demand for a particular product falls, the system will continue to produce the same amount, and this will result in a surplus of the product. This surplus will then have to be sold at a lower price, which will reduce the system's profitability.

A third disadvantage is that the system is not very efficient. It wastes a lot of resources, and it produces a lot of waste. This is a disadvantage, for it means that the system is not able to produce as much output as it could. For example, if the system wastes a lot of raw materials, it will have to use more raw materials to produce the same amount of output. This will increase the system's costs, and this will reduce its profitability.

There are also some advantages to the system. One advantage is that it is simple. It is easy to understand, and it is easy to operate. This is an advantage, for it means that the system can be used by people who are not experts in the field. Another advantage is that the system is cheap. It does not cost a lot of money to set up, and it does not cost a lot of money to run. This is an advantage, for it means that the system can be used by people who have a limited budget.

of industry, and especially in the aeronautical field.

In the present critical labor shortages practically everyone of the aviation trades is listed. The Air Station is not going to be able to fill its needs from any outside source as far as skilled and trained individuals are concerned. There is, in the vicinity of Cherry Point, a considerable pool of labor, none of which is trained, and none of which is skilled. As time passes more and more men will be called to the armed services and the Air Station may expect to lose a considerable portion of its present trained personnel. It is therefore essential that it begins to take stock of its people immediately. It is very evident there will be a large influx of raw and untrained people into the shops, the sooner plans for training procedures are developed at every level of supervision to handle in a systematic, organized manner all of these new individuals, the greater will be the success and ability to meet the situation that is now upon us.

There is in the training organization at Cherry Point a large body of apprentices. Throughout the past three and a half years they have adhered in a fairly consistent manner to an effective program for the apprentices. As a result, all first and second class apprentices, who have benefited from two and a half to three and a half years of training, are fairly well qualified to do artisans work. Under the

pressure of recent work loads due to the emergency in the Korean situation, there has been a tendency on the part of supervisors to "chain gang" apprentice trainees to the spot where their services were needed to get the work out. This is a natural thing to do under the stress of an emergency situation, but it should be remembered that apprentices with less than two years of rotational training through the different areas and elements of their trades should not be interrupted in their training. If this is done, in a short time you will find that the effectiveness of the apprentices has decreased noticeably. Let your fourth class apprentice and your third class apprentice with only one year's training follow their assigned training procedure. Not too much harm will be done to your second and first class apprentices who have had from 30 to 40 odd months of intensive training if they are channeled with spot work.

If the training on-the-job of new personnel is carried out systematically and along well organized lines, the Air Station may be able to avoid going into a vestibule type of training, such as was used in World War II. This type of training is uneconomical and should be avoided as far as possible. It must be realized that if the current training program is not carried out well and intensively the Air Station will be forced to do the vestibule type of training which is expensive and burdensome and has never

met the approval of line supervision.

Through the proper organization and supervision of training, the latent skills and abilities of employees may be developed and the proper job knowledge can be taught. Systematic training is a good investment which pays dividends in lower production costs. The quantity and quality of work produced in any shop can be measured and controlled in a systematic training program. The attitude and morale of employees is a great deal better when they feel that the activity is interested in their betterment and their personal development as well as production demands. On the other hand, unorganized or hit-or-miss training can increase production costs to a very great extent. The cost of time not worked runs up very sharply. For example, while a man is wondering which tool to use next, or why the next procedure is necessary that counts as time not working. If he would be properly indoctrinated, and instructed, such pauses in job performance would cease, as he would be confident to carry the job through to completion without stopping for help, advice, materials, tools or general confusion. Other costly items in unorganized training are scrap, misused equipment, misused tools, misunderstood orders and directions, all of which one is well aware has existed at Cherry Point.

CHAPTER V

THE SAFETY SECTION

The United States Marine Corps, as an integral part of the Naval Establishment, is committed to a policy of conserving man power and material to the maximum degree possible, through the application of a comprehensive, vigorous, and continuous safety program.

The need for such accident prevention programs at Marine Corps activities has never been greater than at the present time. A review of the Marine Corps activities accident experience for the past several years indicates that the amount of money expended each year to pay for industrial accidents is not in keeping with the Marine Corps policy of obtaining maximum return for each dollar spent.

In view of the foregoing, it is imperative that commanders of Marine Corps activities use every means possible to reduce the number of industrial accidents occurring at their respective activities. The services of local accident prevention personnel should be fully utilized in the accomplishment of this objective. A reduction in the number of accidents occurring at Marine Corps activities will not only serve to minimize the expenditure of Marine Corps funds for preventable industrial accidents but will, in addition, eliminate the human suffering that accompanies such accidents.

Tradition demands that the Marine Corps become a leader in the field of accident prevention as it is in other fields of endeavor. This can only be accomplished if each Marine Corps activity puts forth a wholehearted, sustained effort to prevent industrial accidents.¹

The present emergency has resulted in a large increase in number of "industrially employed" military personnel and

¹Marine Corps General Order 80, Industrial Accident Prevention, (Washington, D.C.,: Government Printing Office, 1950).

civilian employees working in the various activities of the Air Station. The increase in exposure, together with the fact that many of these new employees are untrained presents an increasing problem in the field of accident prevention. It is apparent that every effort must be made by military and civilian supervisory personnel to prevent industrial accidents.

The Safety Section of the Industrial Relations Section is charged with the responsibility of serving and advising all departments of the Air Station on matters concerning the execution of the accident prevention program. It is the continuing policy of the Safety Section that maximum protection be afforded all civilians and military personnel of the Air Station against injury and conditions which produce hazards to health, personal injury, and property damage. The responsibility for prevention of accidents is delegated by the Marine Corps and the Navy Department to Commanding Officers who in turn should re-delegate it to line officials in the chain of command. Executive direction, control, and advisory services should be provided by the Commanding Officer and his staff officials to the extent necessary to assure prevention of accidents with resulting increase in efficiency and production. Experience has conclusively proved that low accident rates are indicative of a higher efficiency rate of operation and production.

The Safety Section personnel is made up of:

1. The Safety Officer (Military)
2. The Safety Engineer (Civilian)
3. Safety Inspectors (Civilian)
4. Industrial Medical Officer (Military)
5. Instructors and Examiners for Motor Vehicle Examining Program. (Enlisted Personnel)
6. Clerical and Administrative (Civilian)

The Safety Section is made up of four major divisions, each division having a specific function to perform to add to the over-all picture of safety for the Air Station.

These four divisions, as given earlier in the paper, are:

1. Safety Engineering Branch
 - a. Develop, organize, and direct a comprehensive accident prevention program that provides for the integration and application of safety engineering techniques to all operations of an aeronautical shore establishment with the exception of flight safety--all programs to be in accord with Navy Department policies specified in NCPI 190.
 - b. Act in Staff advisory capacity to department heads and supervisors on matters of safety engineering.
 - c. Represent the Commanding Officer and the Industrial Relations Section at management conferences and meetings on accident prevention.
 - d. Collaborate with the Fire Chief and Fire Marshal in solving problems relative to fire prevention and safety.
 - e. Investigate all civilian and military accidents and determine the engineering and operating

1. The first part of the paper is devoted to a general

introduction to the subject of the paper.

2. The second part of the paper is devoted to a

discussion of the various methods of

the solution of the problem.

3. The third part of the paper is devoted to a

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4. The fourth part of the paper is devoted to a

discussion of the various methods of

the solution of the problem.

5. The fifth part of the paper is devoted to a

conclusion.

6. The sixth part of the paper is devoted to a

discussion of the various methods of

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10. The tenth part of the paper is devoted to a

discussion of the various methods of

factors involved so as to provide technical assistance to staff and operating personnel in accomplishing proper accident prevention control.

- f. To render safety engineering guidance to department heads on all matters pertaining to plans and specifications for both new construction and alterations, as well as in production and repair operations.
- g. Coordinate and implement the eye-protection and eye-correction program and related accident prevention projects.
- h. Review and investigate accident prevention beneficial suggestions that are submitted, and advise the station's Committee on Awards as to the safety value and merit of these suggestions.
- i. Collaborate with station department planning committees in connection with accident prevention techniques in shop operations and processes.
- j. Control the procurement of protective clothing, safety equipment, guards, etc.
- k. Cooperate with the Transportation Officer in initiating, setting-up, and maintaining a motor vehicle safety program, and provide technical assistance as may be necessary.
- l. Assist the Transportation Officer in the conduct of the examination and issuance of U. S. Naval Motor Vehicle Operator's permits in accordance with NCPI 190.
- m. Consulting with the Automotive Accident Investigation Officer (Transportation Officer or his delegate), for the purpose of reviewing and analyzing the vehicle accident reports and making recommendations to the Commanding Officer for prevention of a recurrence.
- n. Conduct with Security Department "spot checks" of vehicular and 'specialized' equipment to determine that equipment is maintained in safe operating condition and operated in a safe manner.
- o. Initiate programs to stimulate and maintain the interest of the personnel in accident prevention.

- p. Maintain liaison with other Government agencies, Federal Departments, as well as private organizations in regard to accident prevention matters.
- r. Make surveys and provide technical guidance to military and civilian supervisors on accident prevention problems and control techniques, with a view to discovering and correcting unsafe conditions and work practices.

2. Safety Education Branch.

- a. Develop and promulgate to line officials safety standards and safe operating procedures for the activity.
- b. Conduct safety indoctrination and training through the medium of the Employee Department Program and other conferences and meetings.
- c. Develop and maintain safety library, including training visual aids.

3. Accident Analysis and Statistics Branch.

- a. Record occupational personal injury and occupational disease cases.
- b. Record motor vehicle property damage cases.
- c. Receive, review, and check NAVEXOS Forms 107 and 108.
- d. Prepare NAVEXOS Forms 109, 110, 111, and 2449, and internal station reports.
- e. Analyzed personal injury and motor vehicle property damage accidents.
- f. Compile injury and property damage statistics.

4. Injury Compensation Branch.

- a. Interview of injured employees.
- b. Advise employees on Compensation Act Benefits and claim procedures.

- 1. The first part of the report is devoted to a general description of the project and its objectives.
- 2. The second part contains a detailed description of the methodology used in the study.
- 3. The third part presents the results of the study and discusses their significance.
- 4. The fourth part concludes the report and provides recommendations for future research.
- 5. The fifth part contains a list of references and a list of figures and tables.
- 6. The sixth part contains a list of appendices and a list of abbreviations.
- 7. The seventh part contains a list of footnotes and a list of acknowledgments.
- 8. The eighth part contains a list of errata and a list of corrections.
- 9. The ninth part contains a list of supplementary materials and a list of additional resources.
- 10. The tenth part contains a list of contact information and a list of other relevant information.

- c. Process request and inquiries on compensation claims.²

These four divisions with their kindred duties do not quite cover the entire area that the Safety Section is responsible for. There are the functions of the Industrial Medical Officer. While this particular operation is not considered a separate unit in itself, it is a definite part of the Safety Section and should be listed along with the other sections. The Industrial Medical Officer is carried in the Safety Office for the following purposes:

- a. Collaborate with management, recruiting officials, and military and civilian supervisors in the selection and placement of personnel to assure proper accident prevention.
- b. Collaborate with the Medical Department on occupational health and industrial hygiene, and make concurrent recommendations to affected station departments concerning corrective methods with regard to conditions which are adverse to health and welfare of employees, both military and civilian.
- c. To observe, examine, and certify those employees claiming service incurred disabilities for pension and retirement benefits.³

The first two branches of the Safety Section, the Safety Engineering Section and the Safety Education Branch, form the "bone of contention" in this particular section.

²U. S. Department of Labor, Safety Subjects (Washington, D.C., : Government Printing Office, 1944), p. 105.

³Naval Civil Personnel Instructions, Section 27-7.1.

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The second two units go into operation after some accident has occurred. Their work is "after the fact" and they are guided, in the main, by rather close rules and regulations. More than likely any work in the field of improvement, in the latter two sections, will have to come from outside of the Air Station itself because all of its directives come down from authorities higher than the local Air Station Commander, but for the first two units much can be done towards making them work in a more efficient and productive manner.

Criticisms

It should be remembered that the prevention of work injuries is a relatively new technique. Preventive effort by management rests upon the fundamental realization that such injuries constitute a serious waste of human and material resources. This realization which gave rise to the National Safety Council, continues to be the driving force behind the safety movement.

The technique of safety has been developed by trial and error and proven by results achieved. It can safely be said that while continued improvement and refinement of method is to be expected the knowledge as to how to reach and maintain top safety performance is ample for the job to be done; the problem is primarily one of securing adequate application of tried and proven methods.⁴

The public is becoming increasingly safety minded. In recognition of this fact the advertising of many leading firms is being devoted in some part to the effect of their products upon the safety of the public

⁴U. S. Department of Labor, Safety Subjects, Bulletin No. 67 (Washington, D.C.,: Government Printing Office, 1944) p. 5.

and to the safe conditions under which the product was made or handled. Conversely, a bad safety record is likely to prove detrimental to the public good-will of any firm, and catastrophes--powder plant explosions, mine disasters, or repeated amputations on power presses--react unfavorably upon the public at large.

Fine safety performance can be of great value in improving employee morale. Furthermore, the safety program itself is very valuable in fostering mutual understanding and cooperation between management and men and among all members of the organization. The oft-repeated saying, 'There is something about safety work that gets under one's hide,' expresses a vital truth. Whenever a management, any management joins wholeheartedly with its employees in the effort to eliminate injuries to them at their work, it does much to bring out the better side of the human nature of both.⁵

If really good practice in the elimination of preventable accidents is to be reached and held in any establishment, top management must accept full and definite responsibility and must apply a good share of its attention to the task, just as it does to any other undertaking of vital importance. Every kind of work that men do involves some degree of hazard, and every uncontrolled hazard, if given time enough, will produce its share of injuries. But proper attention to safety will result in the elimination of almost all the injuries that would otherwise occur, regardless of the industry, the type of operation, or the occupation in question. In management is vested all authority, the determination of policies and executive direction; from

⁵Ibid., p. 19.

management must come the drive for safety. Management must want to eliminate injuries badly enough to make accident prevention a vital part of all activities. Prevention must be given continuous attention along with such matters as cost, quality, and production.

The fact that physical conditions in the workplace are the responsibility of management is obvious. That it is always within the power of management to improve those conditions in a degree adequate to safety is not so obvious, but it is just as true. Accident prevention is good business, since the cost of accidents is always greater than the cost of prevention. Thus, the control of physical conditions to insure safe performance is well within the power and the financial means of any firm or organization that is able to continue in production.

A moment's reflection will make it equally clear that management, which must provide whatever training and supervision may be necessary to insure a level of worker performance adequate to satisfactory production, must similarly accept responsibility for the control of work practices essential to safety.⁶

The relationship of safety to modern quantity production methods should be clearly understood. Quantity production rests upon careful planning for and accurate control of all operations. Worker injury occurs only as the result of faulty planning or faulty operation and therefore a high degree of safety is a by-product of successful quantity production. Safety must be made an essential and an integral part of every operation and activity if truly

⁶ Harry H. Judson, and James M. Brown, Occupational Accident Prevention (New York: John Wiley and Sons, Inc., 1944), p. 65.

successful quantity production is to be attained. The truth of this statement has been demonstrated again and again by comparing injury occurrence with the day-by-day curve of production. "The tendency of the injuries to cluster about the interruptions to production is most marked."⁷

At this point, it is well to summarize much of the foregoing by listing the fundamentals necessary to top safety performance. They are:

1. Proper management attitude.

Management must be intensely safety-minded. The prevention of injuries must be continually a part of the day-by-day thought and action of each member of the executive and supervisory force.⁸

At Cherry Point the attitude of the authorities is somewhat lax. There are scattered programs started to bring the importance of safety to the front, but they are relatively short-lived. At the Air Station among the civilians safety is something that is relatively unimportant. It hasn't been pushed enough to make it a really live and going concern. It is taken as a matter of fact. The Safety Section is organized for their benefit, so what, is the attitude! It is their feeling that accidents are events that always happen to the other individual.

⁷Ibid., p. 87.

⁸U. S. Naval Air Station, Safety Rules and Regulations (Corpus Christi, Texas, 1947), p. 15.

From the standpoint of the authorities, in the main, they feel that Safety is a minor function that will take care of itself and consequently that particular function is the first to feel the cut when any appropriations are being cut from the budget or a reduction in force is taking place among the civilian employees. At the present time the Safety Section is understaffed for the amount of work that is expected of it. There is one Safety Engineer, one Inspector in the Safety Section itself, however, there is a civilian with a comparable job carried in the Overhaul and Repair Section of the Air Station. He performs relatively the same functions in the Overhaul and Repair Section as does the Safety Engineer for the Air Station, with this difference. The O and R man's work is concentrated within that one main department while the Safety Engineer for the Air Station works wherever he might be needed.

A Base the size of Cherry Point could do well with at least three Inspectors to work under the supervision and direction of the Safety Engineer of the Safety Section. Also the two people mentioned should be combined so that they are under one head rather than being split as in their present positions. This would lead to a better and more complete exchange of ideas. The Safety Section would be operating as a single unit instead of a split faction,

consequently they would be able to give a better coverage to the program of accident prevention throughout the Base.

2. Elimination of physical hazards. Their discovery and elimination to the maximum degree must be accepted as fundamental to good safety practice.

With the addition of more people to do accident prevention work, they would be able to exercise greater care in their inspections and in search of the physical hazards to be eliminated. With the union of the two people mentioned there would be better liaison in safety matters and the people would be able to give more than a cursory glance at a situation before making a decision as to its potentiality as a hazard to be eliminated or not.

3. Control of work habits and practices. This control is also fundamental. It must not, however, be considered a substitute for proper attention to physical hazards.

4. Organization for safety. Regardless of the form this organization may take, the purpose to be accomplished is the development and maintenance of effective teamwork for safety throughout the entire personnel, a joint effort to eliminate injuries.⁹

The author's suggestions for the Safety Engineering Branch of the Safety Section are the addition of more people, Inspectors, to ease the burden on the Safety Engineer. The union of the Safety Section of the Overhaul and Repair Section into the Safety Section of the Industrial Relations Department, lastly, stimulate the interest of the higher echelons in order that the Safety Program might receive its full due. Management responsibility can be fully expressed only through executive leadership, and this leadership must be supplied by top management. Otherwise

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Very truly,
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J. H. Smith

safety will be regarded as secondary or worse to whatever matters the chief executive does concern himself with.

The discussion has now arrived at the next major point in issue, the Safety Education Branch. This unit is equally important in promoting safe behavior--safe practices through Education of the employees. The detail involved in securing and maintaining a good standard of safe behavior among the employees of any given establishment is very great. Yet, the basic procedures used are relatively simple. They may in briefest terms be set forth as:

- a. Safety education--To develop safety consciousness--a vivid awareness of the importance of eliminating accidents and a mental alertness in recognizing and correcting conditions and practices that might lead to injury.
- b. Safety training--Developing the worker's skill in the use of safe work techniques and practices.
- c. Safety supervision--Supervision that teaches, exemplifies, and practices first rate safety performance.
- d. Safety organization--Devising, maintaining, and modifying as conditions require, a specific set-up to develop plant wide teamwork in the furtherance of safety.

Safety educational work to be effective must be much more than an advertising campaign. At Cherry Point

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they use such promotional programs and devices as slogans, stunts, pictures, posters, etc., but their programs need to be taken a great deal farther to achieve the desired results. It is true that these items play a vital part in safety, but as it is true of all advertising, this type of promotion must be supplemented by intensive individual contact. Each workman must be stimulated and helped to weave safety into his own day-by-day activities. This means that the hazards of all operations must be analyzed and safe procedures established. Safety educational work limited to giving workmen general cautions and safety slogans without telling each one definitely what to do, what not to do, and why, are of very limited value. Few individuals will of themselves apply general principles or the wisdom contained in a slogan to their own activities except sporadically and in limited fashion. Detailed guidance and reasonably continuous pushing is needed which brings in the matter of safety training.

Training increases one's effectiveness in doing that which education points out the way to do. Training in safety must be given as it is in other arts, by instruction, demonstration, and repetition under supervision. Fortunately, most men can quite readily be 'sold' on the safety idea enough for them to want to work safely and with relatively little supervision. One of the most important jobs facing safety minded management is to discover those men who have not responded properly to the safety education and training program, find out why, and either help them to overcome the difficulty or put them on work of inherently low hazard.¹⁰

¹⁰ Harry H. Judson and James M. Brown, Op. cit., p. 200.

This type of program is sadly lacking in the safety program at Cherry Point. Nothing is done along this line in the way of accident prevention. The posters and pictures are put up on the bulletin boards and the safety regulations are written but that is as far as the program goes. There is no apparent effort to "sell" safety to the individual. Too little time is spent in trying to put over the safety program in relation to the other functions of the Air Station. If more time and greater emphasis was placed on the subject the results of accidents would tend to lessen themselves considerably.

Also the attention of the foreman on the job should be exploited in the interests of a safety program. It is evident that quality of supervision will determine effectiveness of training.

The foreman is the key man in any safety program. He must see that safety is given its full share of attention in all that is done. Basing their attitude on this fact, many managements have passed the entire responsibility for safety to their foreman, but the job cannot be properly done in that manner. Management must not only see that proper attention be paid to safety by every staff member, but it must plan and direct the work, take an active interest in it, and take whatever action may be necessary to discover and correct weaknesses. Securing competent supervision is a major problem throughout industry. It is particularly true in the safety field. Only when management assumes its full responsibility to train its supervisory personnel adequately in safety can first rate safety performance be reached and maintained.¹¹

¹¹ U. S. Marine Corps Air Station, A Message to Foremen on Safety (Cherry Point, North Carolina: The Air Station, 1942), p. 6.

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Too many excellently planned plant safety programs fail because of the weakness of this vital link, and Cherry Point is no exception in this instance. The supervisors share the same feeling of "Who Cares" along with the employees. There has been no real effort brought into play to really make these people really safety conscious. They are given a brief course in safety education and training while they are enrolled in the Work Improvement Program in the Training Section School but it is a step in the right direction. It needs to be supplemented with other and more intensive courses in safety.

Another suggestion of the author for inclusion in the safety program is the development of more active safety committees among the civilian employees. It is apparent that the major part of the safety work in any establishment must be done by the regular organization, although a safety engineer should be included as a necessary part of the staff in every large plant. Safety committees with worker representation have been very valuable, particularly in discovering over-looked hazards and in stimulating employee interest. Directed by safety-minded management, ready to do its full part to make the employment it offers fully safe, such groups can play a large part in eliminating injuries. The entire responsibility for safety, however, cannot be passed on to these committees

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anymore than it can be to the foremen. Only management can provide the leadership and executive drive needed. Safety engineers and safety enthusiasts who recommend that safety committees be set up without first making certain that the management recognizes the value and limitations of safety committees, will find in many cases that the committees are ineffective. With management responsibility thoroughly understood and faithfully met, the committee organization best suited to the needs of the establishment can readily be determined.

In the Safety Section there is the function of the Industrial Medical Group and, at Cherry Point, this unit is hardly known in name or otherwise. There is no Industrial Medical Officer other than a Navy doctor whose background is in aviation medicine and his regular duties are those of a Navy flight surgeon. At the time of the author's last visit to the Air Station at Cherry Point the assignment to the so-called Industrial Medical Officer duty was being rotated around among the doctors available with no one being familiar with any phase of the work other than the physical examinations of the people who had been recently hired. This situation should be alleviated as soon as possible for there is a crying need for someone familiar with the ramifications of Industrial Medicine at the Air Station. With the ever-increasing input of employees at

the Air Station this problem is growing more acute by the day. There should be someone in charge of the program to give it meaning and continuity and, certainly not be run in such a haphazard fashion as it is at the present time.

Along the same line for discussion is the Industrial Medical organization in the Overhaul and Repair Department of the Air Station. This unit, the Overhaul and Repair Department, employs the bulk of the civilian employees on the Station, and certainly should be better equipped to cope with an emergency situation than it is at the present. The current set up is under the auspices of the Naval Dispensary aboard the Air Station and they have a sick bay in operation with a Navy Corpsman on duty during working hours. This man would be competent, of course, to take care of minor injuries such as small cuts and bruises, but it is the author's opinion, that he would be wholly inadequate to cope with a really bad injury. He would not have the knowledge or experience to carry him through the emergency and by the time a Doctor could be brought from the Main Dispensary it may be too late to do the injured man any good.

The suggestion to erase this dangerous situation where so many people are employed is the incorporation of a Navy doctor with a background of Industrial Medicine to be on duty at all times during the day, or if the

shortages of trained doctors is so short that they cannot be spared, the substitution of a Navy nurse in combination with the Navy Corpsman. These people should be available at all times during working hours and during the hours of over time work when necessary to meet production requirements. Their availability would more than pay for itself if one life was saved or suffering alleviated.

CHAPTER VI

SUMMARY AND CONCLUSIONS

This thesis, in its introduction, posed these three questions:

1. Why have an Industrial Relations Section?
2. What are its purposes and duties?
3. What benefits can be gained by the Marine Corps Air Station by such a survey as this?

The author has attempted to answer these questions as the written material has progressed from one section of the Industrial Relations Section to another, criticisms being given of that particular unit and the benefits that would most likely result from the changes as suggested by the writer.

The Industrial Relations Section at Cherry Point, as previously stated, is a "going concern" and operating to the satisfaction of the higher echelons of command. But there are certain changes, additions of personnel in the various sections, and corrections in the organizational structure to be made that would serve to increase the operations of this unit to a more efficient organization whose main function of SERVICE would inevitably result in the satisfaction, well being, and high morale of the majority of the civilian and

military population of the Air Station.

On the surface some of the changes as suggested by the author may seem to be a bit radical, hasty, or too expensive to be practical for inclusion in the Industrial Relations Section, for example, the establishment of another major department in the Industrial Relations Section, e.g., the statistical department with its expensive installation of the necessary International Business Machine requirements. Just from a cursory glance, one would stop to think "Is such a suggestion well founded?" "Won't the installation be far more expensive and costly than the services rendered?" The writer says NO! Definitely NOT! Such an event would be a long step in the right direction towards the ultimate goal of all organizations, military or otherwise, maximum returns received for minimum effort and money spent. For the number of people presently employed by the Navy Department at Cherry Point, currently about four thousand people, the services rendered to the employees and the time saved in giving this super service would more than pay for the cost of rental and operation of the machines. The results of the services of a machine records section would be discernible immediately.

As for the other suggestions of additional personnel to be added to the different sections of the Industrial Relations Section they are definitely needed to carry out

adequately the duties assigned to that particular unit. Before any suggestions for additional personnel were advanced, the author corresponded and talked at great length with the people concerned in those particular sections, the people who were actually doing the work required and who were in an excellent position to judge exactly what remedial action was necessary to round out the malfunctions and personnel shortages of that individual unit.

Also before any suggestions as to changes in the organizational arrangements of the Industrial Relations Department were made, the ideas were discussed with higher echelons of commands and with the operating units to ascertain if such changes would be feasible and agreeable to them, also what benefits would be derived from such changes.

The answer to a great deal of the difficulties experienced by the various sections of the Industrial Relations Department is lack of personnel. It is not just the lack of people. It is the lack of trained personnel to do specific jobs within a given unit. Those jobs are, at the present, not being done at all, such as the recreational program of the employee services unit, or are being done by an individual who is already carrying his share of the work load and is unable to continually carry the strenuous requirements of a dual role such as the Employment Superintendent acting in his own role and carrying the burdens of

the Board of the Civil Service Examiners. There are other necessary functions that exist in name but are not being done in a satisfactory manner such as the Industrial Medical Officer's duties. It is not the author's intention to be unjustly critical of those people, the Navy flight surgeons, who are now "doubling in brass" to fill the job when their names appear on a watch list or duty roster. These doctors are doing as well as could be expected under the circumstances but that situation should be done away with as soon as possible. There is a dire need for an Industrial Medical Officer at Cherry Point. If the exigencies of the service or whatever factors are involved to make it impossible to furnish a doctor from the ranks of the Navy Medical Department with the necessary requisites to qualify for the billet then, by all means, go outside of the service and get some one that is qualified. Put the Industrial Relations Department recruiting in to operation and let them turn up a competent civilian doctor with the essential background of Industrial medical work. This doctor would be able to set up his own personal organization and become thoroughly familiar with the requirements of the job. Under the present system one never knows from one day until the next what to expect. Who will be in the Safety Section today to fill the job as the Industrial Medical Officer? Will he know anything at all about the procedures of examination

for claims of services incurred injuries? Will he know anything about the necessary physical requirements that a person must have before he is eligible for certain jobs within the scope of Civil Service? All of these are questions that must be answered with each new doctor that is assigned to the Safety Section as the Industrial Medical Officer. He must be briefed on what the current Civil Service Rules and regulations are. If he makes a mistake or gives a wrong diagnosis of an employee claiming disability from service and that civilian's claim goes through the channels of administration as approved by the Medical Officer, that civilian is in for a free financial ride at the expense of the government for quite a long period of time or it could be possible that such a pension could be drawn by a claimant for the duration of his life time, and all from the inexperience of one man.

The author feels that he cannot recommend too strongly this addition to the staff of the Safety Section as soon as possible.

If it is necessary to recruit from the outside, go ahead and do it, get that civilian doctor! His salary would be more than taken care of by the prevention of one person's death or the avoiding of such errors as mentioned above.

This doctor could be a strongfactor as the directing power behind much of the Safety Program of the Base. The

employees could feel that they would be assured of competent medical treatment at the hands of an experienced and qualified doctor rather than to have to suffer through the inexperienced ministrings of a Navy Corpsman if and when they were injured.

In order for the Industrial Relations Section to properly discharge its duties and responsibilities in a smart manner, with alacrity and dispatch; it is felt by the author, by the experts of the Naval Civil Service Program, and by the people in the operating units of the Industrial Relations Section that these billets as listed below are necessary to operate at a high level of efficiency and to render their stock in trade--Service to the individual.

They are:

1. Establishment of the position of the Assistant Industrial Relations Officer as a civilian billet.
2. Creation of a entirely new section within the Industrial Section, the statistics department complete with an experienced statistician at its head and he be equipped with an up-to-date International Business machine set-up.
3. The creation of a recreation section within the Employee Services Department plus the hiring of an individual well versed in the installation of recreation programs.

4. The appointment of an assistant to the Employment Superintendent to relieve him from the stress of administrative details and to give him more time to devote to affairs on the policy making level.
5. An immediate placement of an Industrial Medical Officer or civilian doctor with the proper background. The influx of so many untrained and unskilled people into the operating departments of the Air Station since the start of the Korean incident will make his job extremely necessary. This addition should be made as soon as possible, repeat, as soon as possible.
6. Inclusion of more Inspectors in the Safety Section. The work of these men is extremely important and is one of the necessary essentials of a good and reliable safety program.
7. Usage of more clerical assistants in all of the offices of the various sections within the Industrial Relations Department.

In his correspondence and in his visits to the Air Station at Cherry Point the writer has done all within his power to start the "wheels" of administration turning so that the changes and additions as suggested can be incorporated in the Industrial Relations Section with as little

delay as possible. It is his belief that many of the changes will be installed at some future date by those in authority as it is apparent to all concerned that if the personnel are provided their services will soon result in that long strived for goal, a really efficient organization that will be the pride and joy of the Air Station at Cherry Point and the envy of military shore establishment elsewhere.

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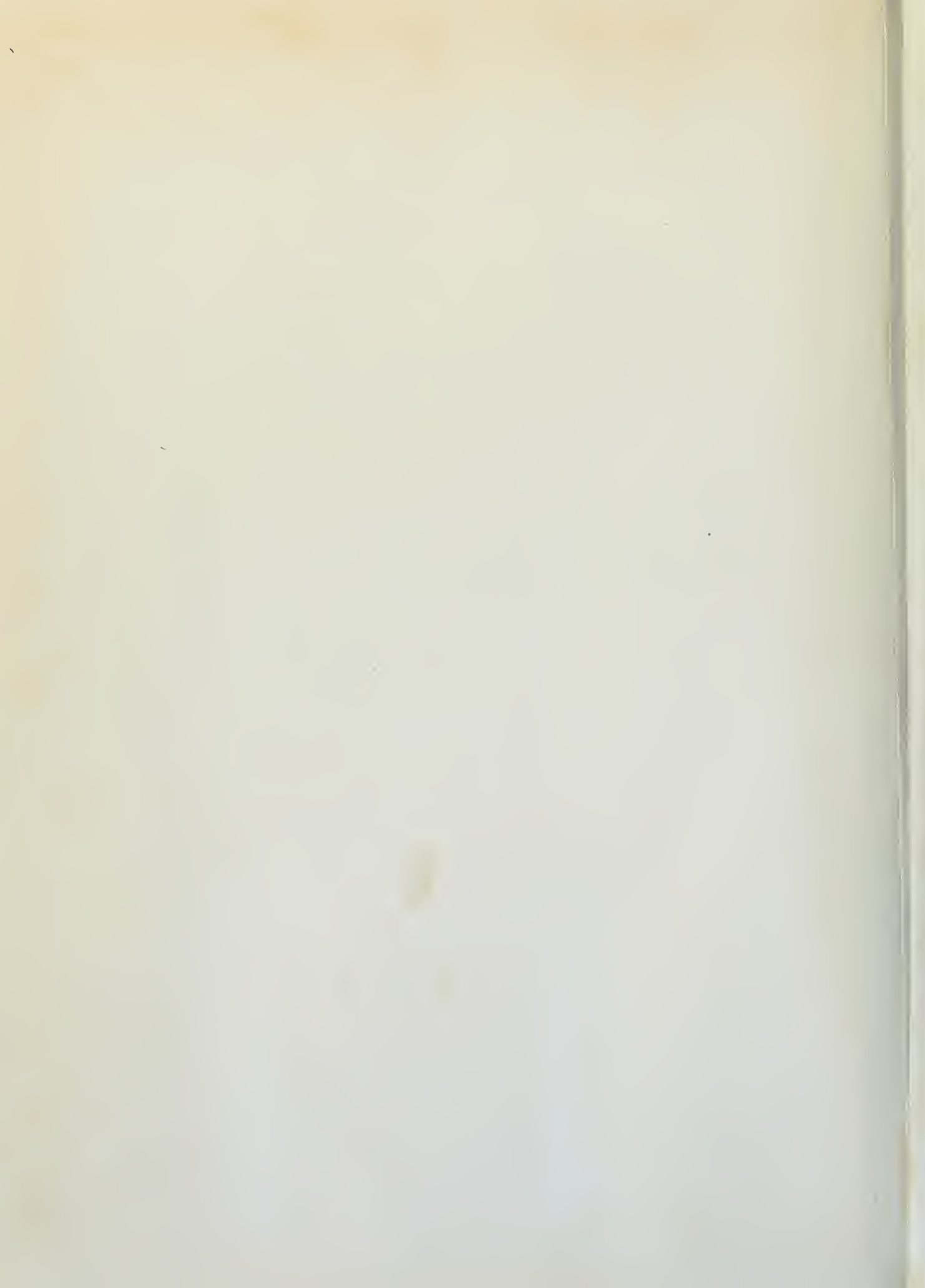
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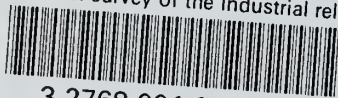
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